|  |
| --- |
| FINAL UNDAF Mid Term Report |
| Gambia UNDAF 2012 - 2016 |
|  |
|  |
| **December 2014.** |

Prepared by

Dr BACKSON SIBANDA - TEAM LEADER

Mr MOMODOU SOWE – NATIONAL CONSULTANT

Mr MOMODOU CHAM – NATIONAL CONSULTANT

Mr MAMOUR ALIEU JAGNE – NATIONAL CONSULTANT

## 

|  |
| --- |
|  |

# Acknowledgements

The evaluation team would like to express its appreciation to the many government officials, UN officials and other stakeholders who spent a lot of efforts and time providing guidance and information to the evaluation team during the preparation of the ANDAF MTR. Special thanks go to Ms Ade Mamonyane Lekoetje United Nations Resident Coordinator/UNDP Representative, all Heads of UN Agencies in the Gambia (UNFPA, UNDP, UNICEF, UNOHRHR, UNAIDS) and all the UN officials who participated in this review. Special thanks also go the Head of the IMF in The Gambia and staff for all their support. Thanks also go to TANGO officials for their support and the valuable information they provided.

The evaluators would like to recognise as well as thank the following Government officials for the support and guidance they provided to the MTR: Omar Sey, Honourable Minister of Health and Social Welfare , Dawda Ceesay, Deputy Permanent Secretary (MOHSW),Dr Ceesay Deputy Director of Health Services, Mr. Baboucarr Bouy, Permanent Secretary MOBSE, Sohna Foon (MoBSE), Dr Barry,Permanent Secretary Ministry of Higher Education, Research and Technology, Momodou Katim Touray- Deputy Permanent Secretary Programs (MoHERT), Yusupha Touray, Director of Planning MoHERT, Jainaba Jagne, Director of Research MoHERT, Muhtarr- Director of Innovation MoHERT, Mod Ceesay , Permanent Secretary Ministry of Finance and Economic Affairs (MoFEA), Alhagie Fadera ,Director of Development Planning MoFEA, Mrs Naffie Barry,Permanent Secretary, Ministry of Trade, Industrial Development, Employment and Regional Integration (MoTIE), Lamin Dampha, Director Industrial Development ,MoTIE, Ndey Naffie Ceesay MoTIE, Sheriffo Bojang ,Permanent Secretary, Ministry of Agriculture, Mr. Lamin Nyabally, Permanent Secretary, OVP, Mrs. Bintou Gassama, Deputy Permanent Secretary, OVP, Mr. Siaka Marong, Women’s Bureau, Mr. Kajali Sonko, Women’s Bureau, Ms. Penda Gibril, Executive Secretary, ADRS ,Ms. Jane Abudho, Legal Aid Specialist, NALA, Ms. Matilda Mendy, State Counsel, Ministry of Justice, Ms. Kanni Touray, State Counsel, Ministry of Justice, and Mr. Pateh Jah, Deputy Permanent Secretary, PMO. Thanks also go to all the officials of Government not mentioned by name who contributed to this effort of producing the UNDAF MTR.

# 

# List of Acronyms

# AfDB – African Development Bank

# CBPP-Contagious Bovine Pleuropneumonia CEDAW- Convention on the Elimination of All Forms of Discrimination against Women

CPAP - Country Plan Action Programme

CBA - Cost Benefit Analysis

CBOs – Community Based Organisations

CCA – Common Country Assessment

CSO’s - Civil Society Organisations Plan

DPAP – Development Programme Action

DRR – Disaster Risk Reduction

EIA – Environmental Impact Assessment

EMPRETEC – Entrepreneurs and Technology)

FAO – Food and Agricultural Organisation

FAR - Fiscal Adjustment Road MAP

FASDEP – Food and Agriculture Security Development Project

FGM – Female Genital Mutilation

GCCA – Global Climate Change Alliance

GIEPA – Gambia Investment and Export Promotion Agency

GGCP – Gambia Growth and Competitiveness Project

GoTG - Government of The Gambia

ICZM – Integrated Coastal Zone Management

MDGs - Millennium Development Goals

M&E - Monitoring and Evaluation

MTEF – Medium Term Expenditure Framework

MTR – Medium Term Review

MSME – Micro, Small, Medium Enterprises

NDS - National Development Strategy

NGOs – Non-Governmental Organizations

NRM – Natural Resources Management

NSDS – National Strategy for the Development of Statistics

NGOs - Non Governmental Organisations

ODA - Overseas Development Assistance

PAGE – Programme of Accelerated Growth and Employment

PFM – Programme Finance Management

PMTCT - Preventing Mother-to-child Transmission

PRSAP - Poverty Reduction Strategy Action Programme

RBM - Results Based Management

SEA – Strategic Environmental Assessment

SWAP - Sector Wide Approach Programme

TOR - Terms of Reference

UN – United Nations

UNDAF - United Nations Development Assistance Framework

UNDP - United Nations Development Programme

UNCT – United Nations Country Team

UNICEF – United Nations Children Fund

UNHCR – United Nations High Commission for Refugees

WHO – World Health Organization

Table of Contents

[Acknowledgements 1](#_Toc402123703)

[List of Acronyms 2](#_Toc402123704)

[Executive Summary 5](#_Toc402123705)

[Overall Findings 5](#_Toc402123706)

[Challenges to UNDAF Implementation. 6](#_Toc402123707)

[Recommendations 7](#_Toc402123708)

[Lessons Learned 8](#_Toc402123709)

[PART ONE: OVERALL MTR REPORT OF UNDAF 2012 – 2016 9](#_Toc402123710)

[1. Background and Context 9](#_Toc402123711)

[1.1 Background to the UNDAF 9](#_Toc402123712)

[1.2 Purpose and Objective of the Review 10](#_Toc402123713)

[1.3 MTR Scope 11](#_Toc402123714)

[1.4 Methodology 11](#_Toc402123715)

[1.5 Limitations/Challenges 14](#_Toc402123716)

[2. Government and UN Coordination and Management Structures 15](#_Toc402123717)

[2.1 UNDAF Coordination Structures 15](#_Toc402123718)

[2.2 Challenges Related to Coordination Structures 16](#_Toc402123719)

[2.3 UN Delivering as ONE 19](#_Toc402123720)

[2.4 UNDAF and PAGE Relationship 19](#_Toc402123721)

[2.5 Lessons Learned From Coordination. 20](#_Toc402123722)

[PART TWO: REPORTS ON EACH UNDAF PILLAR 21](#_Toc402123723)

[3. Pillar ONE: Poverty Reduction and Social Protection 21](#_Toc402123724)

[3.1 Pillar Findings 21](#_Toc402123725)

[3.2 Challenges at Pillar Level 34](#_Toc402123726)

[3.3 Recommendations 35](#_Toc402123727)

[3.4 Lessons Learned from the Pillar 35](#_Toc402123728)

[4. Pillar TWO: Basic Social Services 37](#_Toc402123729)

[4.1.1 Fiindings Outcome 4.o 37](#_Toc402123730)

[4.1.2 Challenges 38](#_Toc402123731)

[4.1.3 Recommendations 38](#_Toc402123732)

[4.1.4 Lessons Learned 39](#_Toc402123733)

[4.2.1 Findings Outcome 5.0 40](#_Toc402123734)

[4.2.2 Challenges 43](#_Toc402123735)

[4.2.3 Recommendations 44](#_Toc402123736)

[4.2.4 Lessons Learned 45](#_Toc402123737)

[4.3.1 Findings Outcome 6.0 49](#_Toc402123738)

4.3.2 Challenges

4.3.3.Recommendations

4.3.4Lessons Learned

[5. Pillar THREE: Governance and Human Rights 59](#_Toc402123739)

[5.1 Pillar Findings 59](#_Toc402123740)

[5.2 Challenges at Pillar Level 67](#_Toc402123741)

[5.3 Recommendations 69](#_Toc402123742)

[5.4 Lessons Learnt 71](#_Toc402123743)

[6. ANNEXES 72](#_Toc402123744)

[Annex 1. MTR Terms of Reference 72](#_Toc402123745)

[Annex 2. Documents Reviewed 77](#_Toc402123749)

[Annex 3. List of Key Informants 78](#_Toc402123750)

[Annex 4: Interview Guides and Questions 79](#_Toc402123751)

# Executive Summary

This chapter provides an overview of the findings, challenges, lessons and recommendations of the MTR. The details of these are contained in the individual chapters dealing with UNDAF Pillars. Capacity development, institutional strengthening and policy development are the pillars of this UNDAF.

## Overall Findings

**Finding 1**: The MTR found that a number of capacity development, pro-poor policies and institutional strengthening initiatives are making a difference to economic growth and employment. UNDAF implementation has facilitated the availability of data on youth unemployment in the country through the conduct of a Human Development Report focussing on youth employment. Other efforts are enhancing employment opportunities and access to markets for vulnerable groups including the youth are positive results of the UNDAF implementation. Further, the launch of the project supported by the United Nations in The Gambia with the aim of increasing food security and incomes for participating farmers has provided opportunities for the poor.

**Finding 2:** The National Social Protection approach is galvanizing broad based support for mainstreaming social protection issues into national development discourse. Further, child protection systems including policies, strategies, guidelines and M&E frameworks have been established and provide protection for children.

**Finding 3:** Capacity strengthening for Public Finance Management PFM, MTEF and SWAP have resulted in stronger pro-poor policy planning and budgeting and these have contributed to economic growth from 5.1% in 2010 to 6.2% in 2013. This has also improved transparency and public accountability.

**Finding 4**: The review found that UNDAF supported initiatives have contributed to the improvement of gender equity, women’s empowerment for social transformation and national development. The gender policy was promulgated in 2010 and a five year strategic plan for gender has been developed. The ratification of the CEDAW international protocol by government and gender sensitive statistics can now be generated. A national Women’s Council has been established and meets quarterly. These are all testimony to UNDAF contributions to gender equity and women’s empowerment.

**Finding 5**

The review found that UNDAF initiatives have contributed to an increase of equitable access to immunization for children. Further achievements have been made in increasing access to Comprehensive Emergency Obstetric Care (CEmOC), however, a number of planned contribution for 2012 -2013 were not achieved as at end June 2014

**Finding 6**

Enrolment has grown in all the three levels of education (Lower Basic, Upper Basic and Senior Secondary) over the UNDAF implementation period. For Lower Basic Education, the percentage change achieved from 2010-2014 is 17%, for Upper Basic Education, the growth is 13% and for Senior Secondary Education the growth is 28%. The review established that the initiatives started under UNDAF have contributed to these increases.

On Completion Rates, for Lower Basic Education, in general no consistent increase in completion rates could be observed from data availed form the regions for the period 2010-2014.

In general for Upper Basic Education, no significant change could be observed for completion rates for each education region for the period 2010-2014. The lowest completion rates for upper basic education were observed for URR (Region 6).

On improving learning achievements, according to the Gambia Annual Report 2013 (UNICEF), quality of education is a major problem for the sector. The 2013 National Assessment Test at Grade 5 showed that only 35% of children meet the minimum requirement in Mathematics, a drop from 2012 NAT results where 55% had met the minimum requirement. It gets worse in the Central River and Upper River regions (CRR and URR) where only 9% and 3% of children passed mathematics, respectively

**Finding 7**

The National AIDS Council, National AIDS Secretariat draft Act and the Model Law on HIV and AIDS are yet to be discussed by the National Assembly. This has very serious implication on HIV and AIDS Policy implementation and the protection of the human rights of people living with HIV and AIDS.

**Finding 8**

The review established that there were differences between the views of the UN, the Government and NGOs on whether Outcome 8 would be achieved as planned. The Government said the provision of information to non-state actors had been done. Awareness building, training as well as the preparation and submission of reports on international conventions were seen as positive developments that would contribute to the attainment of the outcome. The NGOs viewed this differently. They opined that reports on international conventions had been submitted beyond the deadlines and that the reports were prepared with the support of the UN especially UNDP. In their views this indicated that the government did not have the capacity to do this. Additionally some of the treaty obligations have not been met. The NGOs were of the view that this outcome would not be achieved as planned.

**SUMMARY FIMDINGS BASED ON EVALUATION CRITERIA.**

**Relevance:** Based on the alignment of UNDAF outcomes to national priorities as articulated in Vision 2020 and PAGE, the evaluation team found the United Nations Development Assistance Framework to be relevant and appropriately addressing the identified national needs. Evidence from the review demonstrates that the activities being undertaken, the outputs being attained especially in areas of education, health, governance and economic development are the relevant solutions to the needs of The Gambia. The design of the UNDAF and allocation of resources also shows that careful consideration by the UN has been given in making sure that the Framework appropriately addresses the needs of The Gambia.

**Effectiveness:** The review also established that the UN and the Government of The Gambia had embarked on initiatives that address the most burning needs of the country. The activities and outputs that are being undertaken under the UNDAF are effective in addressing issues of health, education, women’s empowerment, youth employment, social protection etc (see details under pillars). There is however lack of clarity on the effectiveness on issues of governance and human rights. While monitoring mechanisms and tools were developed and put in place from the outset, these have not been effectively utilized and hence monitoring progress was not effective.

**Efficiency:** In general it can be concluded that resources were efficiently utilised as evidenced by the attainment of outputs and achievement of outcomes to date. As can be seen under the pillar findings many results have been achieved by strategically and efficiently utilising moderate resources both in terms of finance, time, materials and human resources. However, technical staff turnover in Government has undermined the ability to retain expertise and has also not allowed for continuity as well as well as fostering the much needed institutional memory. All these have the potential of negatively impacting on the efficient use of human resources which are critical to the achievement of results.

**Impact:** The UNDAF has only been implemented for about 2.5 years. It is early to measure impact at mid-point of UNDAF implementation because in general impacts are long term changes as a result of programmes. However, the attainment of outputs and outcomes are good indications of possible impacts being created by these initiatives. Some of the changes related to women’s empowerment and youth as well as Public Finance Management already point to long term changes and benefits.

**Sustainability:** Initiatives such as The Government taking leadership in the implementation of UNDAF as a partner and government committing resources to priority initiatives as well as the UN’s resource allocation and capacity development efforts are indications of serious sustainability planning from the outset by the partnership. The participation of NGOs and CSOs in areas of governance, social protection and community empowerment also support sustainability. Given that these priority areas being addressed by UNDAF were identified by government, the government should be able to continue with many of these efforts beyond the life of the current UNDAF. However the long term commitment by the UN to continue to support The Gambia in the future will also reinforce sustainability beyond this current UNDAF. However, if the issues of capacity and staff retention by government are not strategically managed this has the potential to undermine sustainability of some of the efforts currently being implemented.

## Challenges to UNDAF Implementation

The review also identified a number of challenges that are impacting the efficient and effective implementation of the UNDAF. The following are some of the major challenges:

1. There is *weak ownership and leadership* by government on the Governance and Human Rights pillar. The government Institutions that were identified to lead the pillar do not provide that leadership. This pillar is promoted and led by the development partners including the United Nations system.
2. *Weak capacity* of government institutions and *rapid staff turnover* degrades capacity and hence leads to government being unable to lead and carry the responsibilities of UNDAF Coordination, implementation and monitoring.
3. The *government NGO relationships* are not strong and hence not all the parties are playing their roles. This undermines the implementation of the UNDAF as the framework was designed based on the participation of all these partners.
4. *Silo mentality* In the UN is still very strong. UN agencies continue to focus on agency outcomes and outputs based on their mandates rather than on making UNDAF the priority. This is reflected in the emphasis on strong sector support to government instead of UNDAF and joint programmes. This undermines both the UNDAF implementation and the spirit of UN Delivering as ONE.
5. Many policies have been promulgated with the support of the UNDAF efforts under the UN umbrella. However, a number of these are not being *implemented* and hence no meaningful changes are happening. Subsequently no impact can be expected from these efforts.
6. There is also the issue of *unmet resources expectations* which resulted in the difficulties in the implementation of PAGE which in turn impacted UNDAF implementation.
7. Government counterparts were unfamiliar with the UNDAF Pillar outcomes but were aware of the Agency CPAP outcomes instead.
8. The slow UN disbursement procedures led to delays in implementation of the UNDAF.

## Recommendations

1. The Government needs to take ownership and leadership of the UNDAF implementation in order to ensure that the UNDAF and the UN contribute to PAGE and the national priorities. In order for this to happen the UN needs to strategically support institutional and human capacity development of the Government. However both capacity development and government leadership will only be possible if the Government reverses the current rapid staff turnovers which degrade capacity.
2. The UN must move away from the current “Silo Approach” driven by Agency mandates and truly commit to *“Delivering as One.”* The first step towards this must be the re-alignment of Agency CPAP outcomes with the UNDAF outcomes and allocation of financial and human resources to UNDAF as a matter of priority. The critical issue here is to make sure that the funded agency CPAP outcomes dovetail to the UNDAF outcomes. The second step is for the UN to make UNDAF the UN priority and relegate the Agency CPAPs to second level priority. The third step is for the UN to plan and implement Joint Programmes recognising government sector interests but only if those are aligned to the UNDAF. The delivering as one approach is not only critical in a small country like The Gambia but it is also the most cost effective and efficient way of delivering support to the country.
3. The UN should focus on a few key areas and adopt an integrated approach towards achievement of results and bring agency respective competencies and mandates together in a complimentary manner for joint programming and implementation.
4. The UN has supported the development and promulgation of many policies and legislation in The Gambia and this is very positive. But many of these policies are not being implemented and hence nothing has changed. Freedom of expression is enshrined in The Gambia’s 1997 Constitution and the Information and Communication Act passed by the National Assembly in 2009. However, several provisions in the laws governing media are incompatible with international standards. In addition, the new amendment to the Criminal Code is considered not to conform with international human rights standards. The UN system in The Gambia must strategically engage with the government and reach agreements on the implementation of these policies and to ensure policies conform to international human rights standards. Further, the UN should make resource provisions (human and financial) to support policy implementation.
5. The UN needs to find more innovative ways of improving and speeding up funds disbursements to enable timely implementation of UNDAF activities without compromising on accountability. Timely disbursement of funds will ensure effective and efficient implementation of programmes and initiatives.
6. The UN should facilitate engagement between the government and NGOs and CSOs so as to improve and develop better and stronger relationships between the two sides. The CSOs were part of the UNDAF development process, but at present they do not play their role in the UNDAF implementation. Improving relations between the government and CSOs will open space for dialogue and cooperation between the two leading to a stronger partnership. NGOs and CSOs could provide strategic support in community capacity development and in community based development initiatives.
7. There is need for rationalization as the “solutions” are often not adequate for the problems identified. Focus on institutions and structures development- System development, need for improvement in prioritization of UN Agencies investments in health sector for more effective coordination of development assistances, Government should work to include planned investments of all the major development partners in the National Budget.

## Lessons Learned

* A major lesson from this review is that rapid staff turnover in government does not allow for continuity as it degrades capacity. This makes it difficult for the government to take leadership of partner supported development in the face of loss of institutional memory.
* It must be learned that verbal commitment to “Delivering as One” without the alignment of Agency CPAP outcomes with UNDAF outcomes and the prioritisation of resource allocation to UNDAF will never produce the desired results. An efficient and effective way of providing development support is to subordinate Agency CPAP outcomes to the UNDAF.
* A lesson learned from this UNDAF implementation is that investing in the development and promulgation of policies and legislative bills without an implementation strategy, water tight agreements with government and resources to support the implementation will not produce planned/desired results. Hence while resources will be used but no meaningful changes will occur in those areas.
* Effective coordination of investment efforts as in Ministry of Basic and Secondary Education produces measurable and planned results.

# PART ONE: OVERALL MTR REPORT OF UNDAF 2012 – 2016

# Background and Context

## Background to the UNDAF

The United Nations Development Assistance Framework (UNDAF) outlines the strategic direction and results expected from cooperation between the Government of The Gambia (GoTG) and the United Nations Country Team (UNCT) for the period 2012 – 2016. The United Nations Development Assistance Framework (UNDAF) 2012 -2016 is a key element of the UN Reform and the joint response of the UN Country Team (UNCT) to the national development priorities in line with the Programme for Accelerated Growth and Employment (PAGE, 2012 -2015) and Vision 2020 of the Country as well as the attainment of the Millennium Development Goals (MDGs).

The current UNDAF also reflects Gambia’s changing economic, social and environmental conditions. This UNDAF was developed in partnership with the government and civil society and it is also informed by lessons from the previous UNDAF. It is also informed by the assessment of the comparative advantage of the UNCT. This UNDAF is a continued presence and commitment by the UN system on its value in The Gambia. The UNCT is working with the GoTG, civil society and other development partners on this UNDAF. The UNDAF identified 3 strategic priorities:

1. Poverty Reduction and Social Protection
2. Basic Social Services
3. Governance and Human Rights

These priorities are referred to as the UNDAF pillars which are supported by eight outcomes and 23 outputs. The UNDAF resources and technical support are devoted to the achievement of these eight outcomes and 23 outputs as a guarantee for the delivery of the UNDAF. These outcomes, outputs and indicators and budgets are provided in the Results Matrix. While the UNCT is committed to “Delivering as One” each UN agency is accountable for its contribution to selected outcomes as per their agency mandates and CPAPs.

While the UNDAF interventions target the whole country the UN decided to adopt the equity approach with emphasis being placed on selected sectors, regions and target groups in order to achieve sustainable gains in education, health care, employment, the environment, economic growth and implementation of international conventions. UNDAF also places focus on capacity strengthening strategies, policies and systems.

Purpose and Objective of the Review

The purpose of the UNDAF Mid-Term Review was to carry out an assessment of the UNDAF components now that it has been implemented for 2.5 years. Based on the results of the review the United Nations Agencies in The Gambia and their national and other partners involved in the UNDAF implementation will use the MTR to make necessary realignments and mid-course adjustments to the programme for achieving its goals.

The main objective of the MTR is therefore to assess the level of performance towards the achievement of the UNDAF outputs and outcomes. It also takes stock of the environment within which the UN is operating and assesses the effectiveness of UNDAF as a tool of support to the achievement of national priorities and enhanced coordination and harmonization among all UN agencies. The conclusions of the assessment aim to ensure a better alignment of UN assistance towards addressing national priorities and achieve greater development impact. Results from the assessment will also help determine how emerging issues which are not reflected in the current UNDAF might be incorporated during the rest of the current or next UNDAF cycle. The results of the review will guide the implementation for the remaining period and for the development of the next UNDAF cycle.

The MTR entailed an assessment of the current UNDAF after two and a half years of programme implementation:

* It assessed the results achieved from the implementation of the UNDAF (2012 -2016) and its possible/likely programmatic impact and identified the way forward,
* Examined the relevance, efficiency, effectiveness, likely impact and sustainability of strategies and interventions of the UNDAF (2012 -2016),
* Proposes areas of repositioning and refocusing of the UNDAF within the Gambia’s current development context,
* Assessed UNDAF responsiveness to emerging issues such as social protection, DRR, the Demographic Dividend, non-communicable diseases, etc.
* Assessed the suitability of the indicators, benchmarks and targets set in the UNDAF
* Assessed the operational and coordination mechanism of the UNDAF with a view to identifying strengths and weaknesses and proposed measures to engender more effective coordination of UNDAF programmes.
* Provides lessons and recommendation for improving performance in the remaining period of the current UNDAF and for the development of the next UNDAF.

## MTR Scope

The review undertook a comprehensive assessment and examined the UN’s contribution to national development results across the country. It assessed key results, specifically outcomes- anticipated and unanticipated, positive and negative, intentional and unintentional. The exercise covered an assessment of the availability and utilization of resources for the UNDAF. The MTR had two main components: the analysis of development results and the strategic positioning of UNCT. For each component, the MTR presents its findings and assessment according to the set criteria provided in the methodology.

The assessment included development results achieved and the contribution of the UNDAF in terms of key interventions; progress in achieving outcomes for the ongoing UNDAF, factors influencing results; achievement progress and contribution of UNDAF to the national policy and advocacy, upstream and downstream. The analysis of development results also identified challenges and strategies for future interventions.

## Methodology

The evaluators used a combination of quantitative and qualitative evaluation methodologies in the execution of the assignment. The evaluation methodologies took the form of in-depth literature review and stakeholder consultations.

**Secondary Data Collection:** The consultants reviewed all the background materials that were provided by the UN, government and other partners. The UNDAF document, programme and project planning and monitoring documents, UN Country Programmes, National Development Plans and Evaluation documents, and other relevant impact studies, Millennium Development Report, and the PAGE were reviewed as part of this exercise. The UNDAF Results Matrix, evaluation calendar was also reviewed.

**Primary Data Collection:** The consultants used a combination of qualitative and quantitative methodologies. Based on the list of key informants provided by the UN and the arrangements made by the UN the consultants interviewed all those informants who were available. The national consultants also arranged for some of the meetings.

1. **Key Informant Interview Questions:** Broad based questions were used to guide the assessment. Specific questions were derived from the key questions for the following categories:
2. The UN
3. Government
4. UN and Government coordination and
5. Other Partners including NGOs.

Further, the national consultants developed more specific questions in line with the UNDAF pillars. The international consultant developed further questions specifically on UNDAF management, structural and coordination issues for both the UN and the Government.

1. **Focus Group Discussion:** Guiding questions: No focus group discussions were initially planned however a number of UN agencies senior staff and government officials brought technical staff to some of the interviews. The consultants had to improvise and develop guiding questions to use in engaging with staff in the UN and government in order for it to capture information from informants working on the same issues. Pillar and beneficiary issues were mainly led by the national consultants who are more conversant with the local situation but also because they are subject specialists dealing with the specific pillars.
2. **Result Matrix Checklist (RMC**): The Results Matrix Checklist was administered. The outputs and outcomes were ticked for progress and completion levels based on UNDAF expected delivery at mid-point. The checklist was fundamental for developing the draft report and assessing developing preliminary findings. This information was finally synthesized and informed the major findings, recommendations and lessons in the report.
3. **Institutional Arrangements, Finance and Reporting Checklist:** In-order to check the level of efficiency of the UNDAF, the consultants assessed the existence and non-existence of supportive institutional arrangements, mandatory financial reports, programme progress reports, processes, procedures etc. The aim was to assess if institutional arrangements and Budgets were provided for and if these supported/facilitated UNDF implementation.

The following international criteria were used in the collection and analysis of data.

* **Relevance**: is the UNDAF the relevant/appropriate solution for the identified problem or need. Does the programme address the priorities and needs of The Gambia?
* **Effectiveness**: the extent to which the UNDAF is achieving its desired or planned results (outputs, outcomes and impacts). Has the UNDAF and the initiatives put in place by government and the UN been effective in addressing the priorities as outlined in Programme for Accelerated Growth and Employment-PAGE? Are there effective monitoring mechanisms in place to measure progress towards the achievement of results?
* **Efficiency**: In the first two and half years of implementation were inputs utilised or transformed into outputs in the most optimal or cost efficient way. Could the same results be produced by utilising fewer resources?
* **Impact:** In the first two and half years of implementation has the UNDAF produced planned positive changes that have the potential to bring about long term changes? So far has the programme produced unplanned negative changes?
* **Sustainability:** Is the UNDAF partnership and collaborative effort creating conditions that will ensure that benefits continue beyond the life of the UN framework? Is there evidence that ownership is being promoted for those who benefit from the programme and will the government of The Gambia continue using what has been started beyond the life of this cooperation with the UN? Was sustainability built into the UNDAF? Is the UNDAF strengthening the capacity of the Government of The Gambia and other partners in the areas related to the three pillars?

## Limitations/Challenges

The MTR process and products were impacted by a number of challenges and constraints. The following were the major issues that impacted the exercise:

* A number of critical key informants (both from the UN and government) were not able to participate in the exercise during the field work period because they were away or already had other commitments. This deprived the MTR of some important information that could have been provided by these officials.
* At the UN level most of the Head of Agencies and other staff were not in The Gambia at the time when the UNDAF was being developed. There were also huge bouts of loss of institutional memory, which resulted in UN staff not being able to provide some of the information especially as it relates to justification of the UNDAF design.
* On the Government side the rapid and continuous change of senior level officials has adversely impacted institutional memory and continuity. During the MTR many at these levels knew very little about UNDAF and the agreements between the Government and the UN.
* Time constraints were experienced during the field work period. Time for interviews and consultations was lost when consultants waited for meetings, interviews etc. because insufficient advance arrangements had been made ahead of the field work.

The MTR team is however appreciative of the efforts made by the UN Agencies and the government to facilitate the meetings and ensure that this review became a reality even with these challenges. The review became a reality because both the government and the UN remain committed to the UNDAF in letter and spirit because they both believe that the people of The Gambia must come first and the UNDAF is one of those efforts that is designed to do so.

# Government and UN Coordination and Management Structures

## UNDAF Coordination Structures

The United Nations Country Team, the Government of The Gambia and other stakeholders planned to work together to ensure effective implementation of the UNDAF 2012 – 2016. The following institutional arrangements were made to strengthen implementation and coordination as well as to address gaps highlighted by the evaluation of the previous UNDAF.

* The UNDAF Policy Committee comprising of the Office of the President (Secretary General and Head of the Civil Service) and the Office of the Resident Coordinator of the UN system is responsible for overall coordination and assuring the interface between the different government agencies and the UN-system. The committee was supposed to meet at least once a year and would be supported by the Policy Analysis Unit (PAU) which would ensure effective follow-up on the government side. The Office of the Resident Coordinator would provide administrative and logistical support in managing the implementation of the UNDAF. This committee only met once in two and half years and is virtually non-functional and the PAU does very little to ensure follow-up by government, reportedly due to the very busy schedule of the Secretary General.
* An UNDAF Steering Committee, comprising of Permanent Secretaries of Key Government Ministries, UN Agencies, Civil Society Representatives (TANGO) and bilateral and multilateral donors was to be established. This body was also supposed to meet at least once a year to provide overall direction and guidance of the UNDAF implementation process. The committee was to report to the UNDAF Policy Committee. This has never met and hence has not done what it was meant to do.
* Thematic groups for each outcome were to be established and co-chaired by the Lead UN Agency and the Lead Government Ministry. Interviews revealed that there were supposed to be three thematic groups for each UNDAF Pillar and not outcome. The committees are supposed to meet at least twice a year and are supposed to consist of all UN Agencies and national stakeholders responsible for UNDAF implementation. The thematic groups are supposed to monitor the implementation of UNDAF and meet at least once a quarter.
* The UNCT is tasked with the primary responsibility of providing strategic and operational guidance to UNDAF implementation. The UNCT is also supposed to forge strategic partnerships with key stakeholders and raise additional resources for joint programmes. It is understood that however only one Joint Programme was planned on HIV/AIDS. Evidence shows that two on gender and social protection are also planned and the HIV/AIDS one has not taken off. Joint programmes have not come easy, but the UNCT does provide guidance to the UNDAF implementation. Given that there are very few joint programmes and agencies are still dealing with government ministries or sectors individually in the main, it is difficult to tell if transactional costs of dealing with government have been reduced.
* In addition to these committees the Programme Coordination Group would provide technical support to the UNCT and ensure that agencies work programmes and plans are aligned to the UNDAF outcomes. The PCG meets regularly as evidenced by the minutes of the meetings and does support UNDAF implementation as well as ensuring that agency plans and programmes are aligned to UNDAF outcomes.
* The UNDAF document also raises issues about the establishment of UNDAF Working Groups. Their responsibilities are not articulated in the UNDAF document may be because most of them were formed after the UNDAF formulation. The review, however, established that the working groups consist of Gender, HIV/AIDS, Social Protection, Food Security and Nutrition and Data and Statistics (M&E subsumed in this group). Only the working group on Social Protection is working. All others are dormant even given the glaring needs such as food security. Given the fact that these working groups were not working the UNCT decided that these groups be led by Heads of Agencies, but this effort has not produced desired results. It is understood that no analysis was done to determine why these working groups were not working before a decision was made to give leadership to the Heads of Agencies. Since the decision was not based on the understanding of the problem, it is not surprising that the decision is not paying dividends as these working groups continue not to function.
* Interesting enough there are other non-formal structures that have been established by agencies working together on certain issues such as the tripartite involving WFP, UNICEF and UNFPA on the school feeding programme or the one involving UNICEF and UNFPA. These informal arrangements work very well because they are demand driven. The establishment of these other structures could draw a lesson from demand driven structures and use the same approach in deciding which structures should be established.

## Challenges Related to Coordination Structures

It is clear from the above that many of the structures that were set up to strengthen UNDAF implementation are not functional. It can be assumed that this means that UNDAF implementation is negatively impacted. But is this true? Would UNDAF implementation be more effective and efficient if these structures were working? The truth cannot be known unless the value of these structures is assessed and if and how their non-functionality impacts UNDAF implementation. The truth will not be known until we understand why these structures do not work. The following structural challenges tell part of the story of why these structures do not work:

* There are some strong views from both the UN agencies and government sectors that the UNDAF is not government driven because it is really a UN framework and programme. While the UNDAF document says the framework supports and contributes to the delivery of the country’s priorities and needs as it supports PAGE, in reality it is a UN driven framework. This view argues that even the PAU has found little room to do anything and hence has distanced itself from UNDAF and plays a very peripheral role this is about capacity issue more than anything else.
* The Gambia being a small country means most UN agencies are small and have very limited staff. The staff are often overstretched with individuals performing many different functions. In these situations the agency responsibilities take priority over the UNDAF ones and hence most of the people are not able to participate in the UNDAF coordination structures. The competition for time between the UN common needs and the agency needs paralyzes the UNDAF structures. Further, the weakness is also with the linkage between the UNDAF Outcomes and the CPAP Outcomes and Outputs and the failure to put emphasis on this by both the UN and the Government. Agency CPAPs are meant to contribute to the delivery of UNDAF. However, if there is no strong linkage this is not possible.
* There was no in depth analysis before these structures were decided upon to establish what structures the UNDAF would really need. The structures were decided upon from a management perspective and are not demand driven or responsive to a felt need. The value of these structures is therefore not appreciated. As an example Working Groups have not worked even after the UNCT took a decision for these to be led by Heads of Agencies. Again this decision was made without an analysis of why they were not functioning. Heads of Agencies have not been able to motivate members to attend or participate. The appointment of Heads of Agencies did not address the root causes of non-functionality and hence the new arrangement has not produced the desired results. Further, the decision of UNCT to let these to be led by Heads of Agencies was not accompanied by a monitoring and accountability mechanism by the leaders of the working groups to the UNCT. For instance the report back from each working group to UNCT should have been made a standing item in all UNCT meetings, and this would have created the necessary pressure for the leaders to account.
* If the formally established structures are not functioning this may be a sign that they do not play a critical function. The non-formal structures like the tripartite groups such as WHO, UNICEF and UNFPA and the one by UNICEF and WFP work because they are demand driven. On the working groups the only one that is working is the one on Social Protection and the others are dormant. The UNCT needs to understand why the Social Protection one works in order to make informed decisions about how to make the others to work.
* The UNDAF is also weak on risk analysis and hence did not anticipate the problems that are being encountered. UNDAF should have had a full risk analysis accompanied by a mitigation plan to help deal with some of these issues as they started surfacing.
* UNDAF is a loose collection of agency mandates which do not necessarily provide sufficient room for a collective approach to “ONE UN”. The current UN Country structure that is agency based because of the different mandates does not really work well for a “One UN” given that there is no unitary command structure or budget and hence agency mandates have a priority over UNDAF because resources are allocated to the agency mandates.
* The coordination structures that were designed to be jointly led by both the Government and the UN agencies such as the Policy Committee, Thematic Committee and the Steering Committee do not function as planned either. There are many reasons why these do not work and below are some of the reasons:
  1. Most of the UN Agency heads were not in The Gambia at the time when the UNDAF was developed. There are issues of loss of institutional memory at the UN level because of these leadership changes. But it is also challenging for the Heads of Agencies to be drafted into a vision that they were not part of.
  2. At the Government level there are rapid changes of leadership and senior officials including the Secretary General, Ministers, Permanent Secretaries and Directors. This creates a real problem of institutional memory and continuity. Officials are not in positions long enough and this makes follow-up and continuity impossible. It also makes the capacity development efforts by the UN fruitless as it is impossible to capacitate a transient leadership in government. Further, building strategic working relationships with government becomes difficult if officials are changing all the time.
  3. While on paper the intention is for the UN to deliver as one and the government is committed to dealing with a unitary UN, the reality on the ground is different. All UN agencies and the government signed the UNDAF as a commitment to the UN supporting the priorities of the country. In reality sector ministries and UN agencies still prefer to have cooperation bilaterally outside the UNDAF framework. This arrangement suits both sides; the UN Agencies get individual visibility when they have these kinds of collaboration with sector ministries. Equally sector ministries receive direct programme funds to meet their sector priorities. For as long as these arrangements continue and the CPAP Outcomes are not linked to the UNDAF Outcomes it is impossible for the UN to truly “deliver as one”. Transactional costs will never be reduced and synergies will never be fully realised. Both the UN Agencies and the Sector Ministries will have to live to the letter and spirit of the UNDAF. This will only happen if the Government drives the UNDAF processes.

## UN Delivering as ONE

The UN agencies in The Gambia continue to express commitment to “delivering as one”. As shown above, in reality that is not happening as stated above intentions are not translated into action. The concept of delivering as one is a noble intention but its practicality, given the structure of the UN itself, is very difficult to implement. Even Joint programmes and projects do not come easy. Individual agency visibility in the name of agency mandate is very seductive. In the absence of a truly “ONE UN” with one leader and one budget delivering as one will always be a challenge. In small countries like The Gambia delivering as one should be easier if the UNDAF is a prioritised programme of the UN and is fully funded. In the absence of financial and human resources being devoted to UNDAF implementation “Delivering as One” will remain as a wish.

When it comes to joint programmes and projects sharing resources will always be a challenge as the contributing agencies continue to see the resources as belonging to their agencies. If there is one programme, one budget and one leader the need for joint programmes as a means of fostering collaboration among UN agencies would disappear.

It should be acknowledged here that some of the challenges on coordination within the UN are a result of UN structural issues that permeate through the UNDAF structures and cause non-functionality. Symptomatic treatment of the problem will never bring about desired results.

## UNDAF and PAGE Relationship

In developing the UNDAF the UN and government intended the UN to respond to the national development priorities with a view to eradicating poverty and contributing to the achievement of the MDGs. Three priorities were identified for which the UNCT would leverage support. These objectives are in line with the Programme for Accelerated Growth and Employment 2012 – 2015 (PAGE) and Vision 2020. Therefore government is supposed to drive the UNDAF in order to make sure that the implementation takes place so that these national priorities can be met. The government in certain situations does not seem to be implementing PAGE full speed except in areas where it is working with some development partners such as the World Bank and AfDB.

Unless government takes the lead and implement PAGE full speed UNDAF will be impacted as is already clear. The UN will have to re-visit PAGE and the discussions with Government as part of the follow-up to this review process in order for the UN and Government to re-commit to UNDAF as a priority.

## Lessons Learned From Coordination.

One of the objectives of this review is for the UNDAF partnership to learn from what has happened up to now with the implementation of the UNDAF. This section deals with lessons from the coordination and collaboration experiences up to mid-point of the UNDAF implementation. The partnership needs to learn what has worked well in this area and under what conditions. What has not worked and why? Then learn from the positives and from the things that did not work as planned. Use these lessons to take corrective action or to inform future work. The following are some of the lessons that can be drawn from this experience:

1. The partnership needs to learn that the Government must take leadership and drive the implementation of the UNDAF. In the absence of a full commitment by Government the UNDAF becomes a UN framework and it cannot possible succeed.
2. Weak Public Institutions coupled with insecurity of tenure and high attrition of civil servants does little to enhance institutional memory and continuity in the implementation of UNDAF.
3. It has also been learned that given the small sizes of most UN agencies staff are over stretched because individuals perform many functions and in this situation given the present UN agency mandates the staff will always give priority to agency priorities and relegate UNDAF to the back burner. There is therefore a need to match staff capacities to responsibilities. The UNCT must learn from this experience that making decisions about non-functionality of coordination and other structures should be informed by a problem analysis, so that decisions are informed by the analysis.
4. Creation of coordination and other structures for the UNDAF should be demand driven and informed by the reality of staff capacities in the light of competing demands.

PART TWO: REPORTS ON EACH UNDAF PILLAR

# Pillar ONE: Poverty Reduction and Social Protection

## Pillar Findings

The implementation of the UNDAF started when the country was still grappling with the effects of the 2011/12 Sahel crisis which resulted in a protracted decline in food security and continued into the second year of UNDAF implementation. However, as noted by The Gambia Food Security and Market Information of May 2013, overall food production recovered in 2013 but remained below potential due to lower rains, unavailability or inaccessibility of necessary inputs such as seeds and of fertilizer. This situation, coupled with food price inflation of 6% which remained above overall consumer price inflation of 5%, posed a significant challenge for a growing number of households. Coupled with these shocks was an outbreak of livestock disease (CBPP) which constituted a threat to half of the country cattle population.

Due to increased demand and price competition in 2013, groundnut farmers benefited from better terms of trade, which improved their purchasing power compared to the 2011/12 trade season. Another significant development was the introduction of the Value Added Tax system which broadens the national tax base thereby increasing available resources for expenditures on the social sectors. But the tax also triggered price increase, leading to a higher cost of living across the country. Consequently it could be argued that some of the assumptions upon which the realization of the objective of this pillar was based might have shifted during its implementation.

There has been progress made in the outcomes of the pillar on Poverty Reduction and Social Protection notwithstanding some of the major challenges encountered during the implementation period. The UN agencies have been critical in the implementation of the strategies for the realization of the outcomes.

Capacity development has been a cornerstone in the implementation of this UNDAF pillar, albeit a necessary response to the lessons learned during the implementation of last UNDAF.

Significant achievements made in this outcome revolve around galvanising a broad base support for mainstreaming of social protection issues in the national development discourse. As a start, the availability of comprehensive data on vulnerability and the tracking of inputs for social protection at the level of the national budget are critical steps towards reducing vulnerability and providing a platform for a more inclusive and pro-poor socio-economic development strategies. There have also been continuous efforts to foster child rights and protection matters leading for the first time to the introduction of child protection modules in the police training curriculum and by extension creating a more child sensitive judicial system.

With reference to environmental sustainability and disaster risk management recurrence of disasters such as floods, deforestation and land degradation continue to pose a major challenge to the country’s development. Therefore the UNDAF outcome on environment focuses on supporting the formulation of national policies and laws on climate change resilient development pathways including, renewable energy, as well as establishing a national climate change and disaster risk reduction system.

During the period under review, concrete steps towards mainstreaming of climate change and disaster risk reduction into national development planning and implementation were observed. There have been key interventions that succeeded in linking local livelihoods to sustainable natural resource use and management with a conscious effort to create green jobs as a way of promoting sustainable development. Massive efforts were also made in mobilising other resources outside the main UNDAF for climate change and enhancing community resilience to its effects.

There are three outcomes that are intended to contribute to the realization of the objectives of this UNDAF Pillar. The specific findings in the delivery of outputs within these outcomes and their contribution towards reaching the stated objectives of UNDAF Pillar One (Poverty Reduction and Social protection) are discussed in the ensuing sections.

**UNDAF Outcome 1** : Capacities, institutions strengthened and policies in place for pro-poor and equitable distribution of economic growth, employment, planning and budgeting; incorporating a functional donor coordination and National Statistical Systems for effective planning, monitoring, reporting and harmonisation of development.

**Achievements**

There has been significant progress made in some of the outputs under this outcome notwithstanding some of the major challenges encountered during the implementation period. The UN agencies have been critical in the implementation of the strategies for the realization of the outputs. Capacity development has been a cornerstone in the implementation of this UNDAF pillar in general and this outcome in particular, albeit a necessary response to the lessons learned during the implementation of the last UNDAF. There have been direct service delivery efforts under this outcome within outputs that target improving food and nutrition security and increasing employment opportunities particularly for women and youths.

Table 3.1: RATING of Outputs of Outcome One

|  |  |  |
| --- | --- | --- |
| UNDAF Outcome 1 : Capacities, institutions strengthened and policies in place for pro-poor and equitable distribution of economic growth, employment, planning and budgeting; incorporating functional donor coordination and National Statistical Systems for effective planning, monitoring, reporting and harmonisation of development. | | |
| Lead Institution: MOFEA (Directorate of Planning) and UN Lead Agency: FAO | | |
| OUTPUTS | **Output Assessment (Real Database assessment or stakeholder opinion)** | |
| **Rating** | **Reasons/Remarks** |
| Output 1.1: Pro-poor, inclusive growth strategies, private sector development and investment policies are in place, and national and local development planning capacities strengthened. | On schedule Likely to be achieved | Results realized so far in the implementation of the UNDP CPAP coupled with other interventions in the sector such as the activities of GGCP and GIEPA are testimony to the realization of the output. |
| Output 1.2: Agricultural growth and Food Security strategies, including nutrition, developed and implemented. | Behind schedule but satisfactory | There have been significant steps made in mobilizing resources targeted at the agricultural sector and strengthening food and nutrition security of the population. However, based on the data collected there is no evident that efforts are being made to develop a comprehensive national food and security strategy or an Agricultural Policy. |
| Output 1.3: Increased employment opportunities for vulnerable groups including youth, women and refugees and access to market enhanced. | On schedule Likely to be achieved | Based on the data collected and the interventions so far in improving women’s access to productive land and quality skills acquisition for youths together with institutional strengthening mechanism for labour and employment management are clear pointers to the possible realization of this output at the end of the UNDAF period. |
| Output 1.4: Capacity strengthened for transparent and accountable Public Finance Management (PFM), including support to functional Aid Coordination, MTEFs and SWAPs. | On schedule Likely to be achieved | The start-up of activities on piloting the MTEF in some key sectors and other initiatives of program based budgeting in some other sectors together with the development an Aid Coordination Policy are indicators of progress towards achieving this output. |
| Output 1.5: National Strategy for the Development of Statistics (NSDS) formulated and implemented and capacities for data collection, analysis and M&E strengthened to inform policy and decision making. | Behind schedule but satisfactory | There have been significant steps around this output at the level of data management at GBOS and the Planning Service Unit of the Department of Agriculture. However, there is no indication that activities focusing on establishing/strengthening M&E units of sectors are taken place. |

Outlined below are some of the achievements recorded under Outcome One of Pillar One of the current UNDAF, with the most obvious being the implementation of activities in the current UNDP CPAP through line ministries staff thereby abolishing project implementation units.

On strengthening capacities of actors for better planning, development and implementation of pro-poor inclusive growth strategies and private sector development and investment policies, the following successes were recorded

* Facilitating the availability of data on the situation of youth employment in the country through the conduct of a National Human Development Report focusing on youth employment.
* Improved situation of Micro, Small, Medium Enterprises (MSME) in the country resulting in the formalization and registration of more small businesses operating in the informal sector. This was achieved through awareness raising activities such as providing support for quarterly MSME newsletter, better understanding of requirements such as tax deposit waivers and the conduct of annual MSME Business Sensitization Forum on BDS targeting small businesses. It also consisted of support to trade fares to provide a platform for enterprise development and regional exchanges on regional markets and products.
* UNDP supported the conduct of a dialogue forum with 50 participants for Public-Private Partnership development and employment issues resulting in members of the private sector expressing interest in initiatives to create employment.
* The formulation and launching of the EMPRETEC Gambia Project which focuses on building and strengthening institutional capacities to implement entrepreneurship and enterprise development programmes, to foster the emergence and development of sustainable productive and competitive private sector and creating a platform to enhance stakeholder dialogue and advocacy for MSME development.
* Enhancing the viability of Local Government Councils through the conduct of a socio-economic profiling accompanied by a five year strategic plan and an institutional development plan for Kuntaur Local Government Area.

On improved agricultural growth and food and nutrition security, The FAO and WFP focus on both developing and implementing strategies to address capacity development needs of actors and direct delivery of supplies and services resulting to the following achievements during the period under review.

The most obvious achievements are resource mobilization efforts that culminated in the launch of two major projects targeting agricultural growth and productivity and food and nutrition security. The successful launching of the MDG1c project which is being jointly implemented by FAO and WFP with the objectives of increasing household food security and incomes of participating farmers and contributing to braking the intergenerational cycle of malnutrition and hunger by improving nutrition in school aged children and increasing community awareness of appropriate nutrition and dietary practices. The second initiative entails the acquisition of a funding grant from the Global Alliance for food Security Programme for the FASDEP project being currently implemented by FAO and the Ministry of Agriculture with the objective of reducing rural household poverty, food insecurity and malnutrition through increased agricultural production, productivity and commercialization. These initiatives, although outside the main UNDAF framework, are led by UN agencies and their technical and financial support in their preparation and implementation has had a significant impact in realizing the objectives of the UNDAF Pillar on Poverty Reduction and Social Protection.

Other significant achievements under this output focus on building resilience of communities, particularly farmers, as a response to the 2011 crop failures. The FAO under its emergency response window prepared a Horticulture Master Plan which facilitated the enhancement of food security through the distribution of horticultural inputs and implements and pesticides. The plan also resulted in improved productivity of women horticultural enterprises through improved access to water for vegetable gardens and enhanced security of women and their gardens by providing chain link fencing wires for women communal gardens. Coupled with this intervention was the distribution of improved field crop seeds and fertilizer and interventions on animal health by responding to the CBPP outbreak resulting to the vaccination of four hundred thousand (400,000) heads of cattle and the development and implementation of a communication strategy for CBPP.

The WFP on the other hand as part of its effort to put food and nutrition security at the forefront of early warning and disaster risk reduction efforts, brought together various development stakeholders and humanitarian partners to produce a quarterly comprehensive Food Security and Market Information Bulletin. On boosting technical capacity of actors particularly on DRR, the joint effort of FAO and WFP resulted in the following achievements during the period under review:

* Strengthened capacities of High-level technicians from the Ministries of Agriculture, Forestry, Fisheries, NGOs and CBOs as well as other partner institutions on concepts related to DRM/DRR and institutional analysis.
* Training of extension officers from the Ministries of Agriculture, Forestry, and Fisheries sectors, as well as DRM field technicians and practitioners on planning for community-based adaptation to climate change and disaster risk reduction.
* The realization of anticipated results on enhancing employment opportunities and access to market for vulnerable groups including youth, women and refugees primarily focused on strengthening institutional and individual capacities of institutions and their staff for the availability and management of up to date data on employment issues. This was complemented by direct service delivery targeting productive activities of women and women groups in both agriculture and enterprise development. The UNDP supported a number of capacity skills development interventions under this output, prominent among them is facilitating the timely availability of data on labour and employment related matters through the establishment of a functional Labour Management Information System within the Ministry of Trade and Employment. On raising awareness on employment related matters, a skills gap analysis was carried out resulting to the availability of a baseline on priority areas of interventions for the apprenticeship programme to enhance youth employment. Other important achievements on this area also include the harmonization of curriculum and certification on TVET and the increased awareness of the need to mainstream employment into national development processes through support to advocacy programmes. On direct service delivery targeting improved incomes and employment prospects of women and youth, the following successes were registered during the period:
  + Strengthening the fish value chains resulting in reduction of postharvest losses and improved sanitary conditions, directly benefiting seventy (70) women among two thousand (2000) fisher folks by rehabilitating fish smoking houses within the coastal fishing communities.
  + Increased incomes and better employment prospects of seven hundred (700) women and youth in the oyster harvesting processing industry by providing modern oyster processing equipment and the construction of fifteen (15) oyster smoke ovens.
  + Support to poverty reduction and facilitating access and ownership of productive land to 500 women coupled with interventions on improving productivity and sustainable use of natural resources by providing solar water pumping devices in these women gardens.
  + Improved horticultural business viability ventures for one hundred and ten (110) women through the upgrading of water supply systems and installation of a vegetable processing plant at Banjulding Women’s Vegetable Garden.

On strengthening capacities to enhance transparent and accountable Public Finance Management (PFM), including functional Aid Coordination, Medium Term Expenditure Frameworks (MTEF) and Sector Wide Approach (SWAP), series of activities were implemented basically within the UNDP and Gambia Government Cooperation. Results realized in this output covers area such as awareness raising on national development efforts, better management of public finances resulting to increase resource utilization for poverty reduction. With regards to increase public awareness, a country-wide sensitization on the findings of the MDGs 2012 report and nation-wide media sensitization to increase public awareness on VAT coupled with enhanced capacity on VAT administration resulting to a 5% increase in tax revenue. Other significant achievements include:

* Stronger national capacities in pro-poor policy, planning and budgeting, which contributed to increased economic growth from 5.1 in 2012 to 6.2% in 2013 (2013 Budget Speech) & better resource planning and allocation targeting identified priority national human development areas.
* Better implementation and monitoring of the country's medium-term development strategy for 2012- 2015 through strengthened national capacities for evidence-based planning and budgeting. This has resulted to the formulation of strategic planning guidelines for the implementation of MTEF and Aid policy and Action plan for greater resource mobilization leading to increased domestic resources by 5% and creating a platform for donors to report on PAGE resources. It also provided the basis for more coherent debt management system leading to decline in budget deficit.
* Stronger national capacity for results based monitoring and evaluation of the PAGE through the training of seventy five (75) M&E focal persons on PAGE result-based M&E and twenty five (25) senior level Government Officials trained in policy formulation & Strategic Planning.
* There has also been improved capacity for better coordination within the Health sector with significant steps taken towards introducing a Sector Wide Approach in the sector during the UNDAF implementation period. This is evident in the interventions of WHO country programme in the revision of the National Health Policy and Strategic Plan, the development of an international health partnership framework and a national compact for health service delivery.

A major constraint in development planning and monitoring and evaluation in the country is the weakness of national statistical system and therefore strengthening capacity for data collection, analysis and monitoring and evaluation for evidence based policy making becomes critical for the realization of the other UNDAF Outcomes. This necessitated the interventions from various UN agencies and national partner institutions in the realization of the anticipated results in this output.

There have been improved data management skills as evident in the continuous updating of the Gam-info database mainly by staff from relevant Government and NGO agencies and the successful conduct of the first country Demography and Health Survey (DHS) through the support of UNICEF, UNFPA and UNDP and WHO. The implementation of a labour force survey culminating in the successful launching of the country LMIS coupled with the capacity strengthening of staff of other sector planning units such as those of the Department of Agriculture on Country STAT spearheaded by the FAO, WFP and UNDP has resulted in improved availability of relevant and timely data to inform policy making. Other key achievements on capacity for data management and implementation of M&E systems are discussed below

* Enhanced capacity in Results Based Management and Monitoring and Evaluation on population matters through the training of thirty Regional level Population Task Force members within the context of UNFPA Country Programme.
* Strengthened coordination and implementation capacities of the National Population Secretariat and the Women's Bureau through technical assistance and training on Population and Gender related M&E including the development of indicators and logical framework approaches within the UNFPA country programme.
* UNFPA supported the training of 2 staff of the National Women's Bureau on the creation and management of a database on Gender Based Violence. The capacity of Women's Bureau in M&E was further enhanced through technical and financial support from UNFPA which will help in effectively monitoring the implementation of international instruments, national legislation and policies as part of its coordinating mandate.

With regards to programme level expenditures targeting M&E systems, the UNDP’s allocation of 5.2% of the budget its 2012 programme resources on M&E is a significant step towards achieving the desired results of increased national capacity on M&E. Moreover, these resources are spread over important M&E activities such as incentives for staff related to M&E responsibilities, capacity building for M&E, and other related M&E functions such as coordination, reporting and logistics support goes a long way in addressing the constraints on monitoring and reporting on national development strategies, plans and activities.

**UNDAF Outcome 2:** National Social Protection system and services developed and implemented.

This outcome is aimed at creating the necessary environment for the development and implementation of rights-based strategies, policies and programmes in the area of social protection, particularly for children and vulnerable groups through a consensus seeking approach on the lay components and mechanism for national social protection systems.

**Achievements**

Significant achievements made in this outcome revolve around galvanising a broad base support for mainstreaming of social protection issues in the national development discourse. As a start the availability of a comprehensive data on vulnerability and the tracking of inputs for social protection at the level of the national budget are critical steps towards reducing vulnerability and providing a platform for a more inclusive and pro-poor socio-economic development strategies. There have also been continuous efforts to foster child rights and protection matters leading for the first time the introduction of child protection modules in the police training curriculum and by extension creating a more child sensitive judicial system.

There are two main outputs in this outcome and the specific findings in the delivery of those outputs and their contribution towards reaching the stated outcomes are discussed in the ensuing sections.

Key social protection policies and systems and feasible strategies developed, including health insurance issues, targeting strategies and development of safety nets for the most vulnerable.

Table 3.2 Rating of Outputs for Outcome Two

|  |  |  |
| --- | --- | --- |
| Poverty Reduction and Social Protection | | |
| UNDAF Outcome 2: National Social Protection system and services developed and implemented. | | |
| Lead Institution: MOH&SW and UN Lead Agency: UNICEF | | |
| OUTPUTS | Output Assessment (Real Database assessment or stakeholder opinion) | |
| **Rating** | **Reasons/Remarks** |
| Output 2.1 Key social protection policies and systems and feasible strategies developed, including health insurance issues, targeting strategies and development of safety nets for the most vulnerable. | On schedule Likely to be achieved | Combined efforts of some UN agencies with other key stakeholder institutions in government and the NGO community has succeeded in creating a national platform with interest and vigour culminating in better understanding of social protection issues and steps that need to be taken to mainstream social protection in national development. |
| Output 2.2. A child protection system including policies, legislation, strategies, guidelines, M&E framework established and main stakeholders aware of and knowledgeable on child  protection issues | On schedule Likely to be achieved | The activities carried out so far within the context of this output as a combined effort of UNICEF, CPA and DSW are good indicators to meeting the targets specified in this particular output. |

Some achievements under this outome can be attributed to some of the few collaborative efforts among UN agencies as social protection is a cross-cutting issue that touches on the mandates of most of these agencies UNICEF, UNDP, WFP, ILO, IMF and key government partner institutions have succeeded in establishing a national platform for comprehensive social protection systems, resulting in a number of outcomes, notably the production of strong evidence to advocate at the highest level for an integrated and equitable social protection programme. National Social Protection Steering Committee was established to promote inter-sectoral dialogue among national and international stakeholders; some situation analysis was conducted to understand current issues and challenges in the Social Protection system. This led to development of National Social Protection Policy for 2015-2015 and its Implementation Plan. MOUs were signed by key government agencies on Social Protection and as a result of advocacy the government committed itself to expand fiscal space for social protection up to 3.2% of GDP. Another important outcome for this output is the all-inclusive approach of the process resulting in the signing of a memorandum of understanding (MOU) among nine agencies on Social protection as a commitment to supporting the most vulnerable groups.

UN agencies have also worked with other institutions in the achievement of this output

* The conduct of social sectors Public Expenditure Reviews (PER) for better understanding of the national budget processes and their implications for expenditure on children and other vulnerable groups.
* Updated national disability situation through the conduct of a National disability survey.
* UNHCR’s interventions refugee protection and welfare coupled with building the resilience of communities where the refugees live.

A child protection system including policies, legislation, strategies, guidelines, M&E framework established and main stakeholders aware of and knowledgeable on child protection issues.

UNICEF has been the main UN agency spearheading achievements within this output through its country programme focus on child protection, social policy, knowledge and advocacy. Key achievements in the realization of this output are:

* Development of a comprehensive child protection strategy through the conduct of a child protection mapping and assessment exercise in collaboration with the Department of Social Welfare.
* A more child sensitive law enforcement and judicial system through the development of sensitization materials around the core responsibilities of the judicial system to children, coupled with the incorporation of child sensitive training and post arrest procedures within the police training curriculum. In-service trainings have also been conducted on Child Protection, Children’s Act and Child Friendly court procedures for Police Child Welfare Officers, Prison Officers, Magistrates, Social Welfare Staff and Panel Members of the Children’s Court
* UNICEF together with NGOs such as TOSTAN and CaDO (Catholic Development Office) continued to carry out child protection service delivery focusing on providing core services to 500 OVCs in CRR and URR and support the work of NGOs on advocacy against FGM resulting to more than 145 out of 387 communities in Upper River Region making public declarations to abandon FGM/C and early/forced marriage.

**UNDAF Outcome 3**: Environmental Sustainability and Disaster Risk Reduction systems and services operationalized.

With reference to environmental sustainability and disaster risk management recurrence of disasters such as floods, deforestation and land degradation continue to pose a major challenge to the country’s development. Therefore the UNDAF outcomes on environment focuses on supporting the formulation of national policies and laws on climate change resilient development pathways including, renewable energy, as well as establishing a national climate change and disaster risk reduction system.

**Achievements**

During the period under review, concrete steps towards mainstreaming of climate change and disaster risk reduction into national development planning and implementation were observed. There have been key interventions that succeeded in linking local livelihoods to sustainable natural resource management with a conscious effort to create green jobs as a way of promoting sustainable development. Massive efforts were also made in mobilising other resources outside the main UNDAF for climate change and enhancing community resilience to its effects.

There are two main outputs in this outcome and the specific findings in the delivery of those outputs and their contribution towards reaching the stated outcomes are discussed below.

Table 3.3: Rating of Outputs in Outcome Three

|  |  |  |
| --- | --- | --- |
| UNDAF Outcome 3: Environmental Sustainability and Disaster Risk Reduction systems and services operationalised. | | |
| Government Lead Institution: OVP and UN Lead Agency: WFP | | |
| OUTPUTS | Output Assessment (Real Database assessment or stakeholder opinion) | |
| **Rating** | **Reasons/Remarks** |
| Output 3.1. National policies and laws available on low carbon emission and climate resilient development pathway and natural resource management developed and implemented, including piloting renewable energy and energy efficiency | On schedule Likely to be achieved | Significant steps and obvious activities and strategies have been implemented both within the UNDAF/UNDAP CPAP and other initiatives within the environment sector to guarantee the realization of this output. |
| Output 3.2. National climate change and disaster risk reduction information system, coordination and emergency response system established, including refugees, POC, Asylum Seekers and IDPs. | On schedule Likely to be achieved | Interventions targeting DRR and climate change within the National Disaster Management Agency and the Environment sector spearheaded by UNDP, WFP, UNHCR and FAO have produce results so far that are indicative of meeting this output during the UNDAF life cycle. |

National policies and laws available on low carbon emission and climate resilient development pathway and natural resource management developed and implemented, including piloting renewable energy and energy efficiency.

* UNDP through its country programme is the main UN agency contributing towards results in this outcome, hence the following success stories could be attributed to these efforts: Capacity enhancement of fifty staff from various institutions on EIA and SEA for effective foundation on mainstreaming environmental concerns in the national planning process.
* Review and revise the National Biodiversity Act and Policy of 2003 and the profiling of protected areas. (associated species ecosystems upgraded and their role in climate mitigation, biodiversity protection and PR recognised).
* Contributing to protection of development gains through improved vegetative cover, climate mitigation and flood control by planting 270 seedlings in disaster prone areas in 4 regions.
* Improved incomes and greater prospects for environmental protection and creation of green jobs benefiting 400 people of which 67.5% are women through support to community based NRM activities in beekeeping, consisting of support to acquire beekeeping materials and the training of 92 people in modern beekeeping methods, market analysis and development.
* Carry out a consultative process to address human/wild life conflict in hippopotamus prone areas culminating in strengthening the skills of communities in animal damage control techniques and the fencing of 300 meter hippopotamus barrier.
* Installation of five MFPs in 5 different communities coupled with the training of 51 people (10 men & 41 women) on MFP electrical wiring.
* Development of a low emission climate resilient development strategy with steps towards inclusive green economy & inclusive green growth.

Beyond these interventions are the mobilization of other resources for environmental protection and climate change mitigation in The Gambia. The UNDP successfully led the process for securing a grant from the Global Environment Facility for the project on ‘Enhancing Resilience of Vulnerable Coastal Areas and Communities to Climate Change’. The project is designed to reduce Gambia’s vulnerability to sea-level rise and associated impacts of climate change by improving coastal defences and enhancing adaptive capacities of coastal communities.

Another important initiative outside the UNDAF but complementary to this particular UNDAF outcome is the funding grant from the Global Climate Change Alliance (GCCA) through the European Union for the project on ‘Integrated Coastal Zone Management (ICZM) and Climate Change’. The project takes an Integrated Coastal Zone Management approach and addresses Climate Change issues and other vulnerabilities.

National climate change and disaster risk reduction information system, coordination and emergency response system established, including refugees, POC, Asylum Seekers and IDPs.

UNDP, FAO, WFP and UNHCR are the UN agencies concentrating in realizing the stated objectives of this output and so far some of the successes registered are enumerated below:

* Integration of DRR and CCA considerations into regional and national planning through the review and revision of the institutional arrangements of NDMA.
* The support of peer instructors to facilitate mainstreaming of DRR into development at national and decentralized levels.
* Recruitment of two International UNVs for disaster management and humanitarian response to support the National Disaster Management Agency.
* Strengthening of the capacities of DRR and CCA rapid response teams in 8 districts.
* FAO also collaborated with WFP and NDMA regarding the activities relating to early warning and disaster risk management.

## Challenges at Pillar Level

Unmet Resource expectations: The Gambia is considered as a donor orphaned country and sustaining effective partnerships resource mobilization continue to be a major challenge for the implementation of the PAGE which has direct consequences in the realization of the objectives of Pillar One of the UNDAF.

Familiarity with the UNDAF Pillar: One of the major challenges for the UN Country Team is building an effective communication strategy for the various UNDAF pillars. Majority of government officials met in the context of the review of the pillar seems to be more conversant with individual UN agencies country programmes than the UNDAF as whole or the particular UNDAF pillars within which those country programmes are being implemented.

Human Resources and other Capacities of Implementing Partners: Capacity constraints mainly due to high turnover of senior staff seems to cut across most of the implementing partners and therefore putting undue pressure on the available human resource within these sectors to coordinate and implement activities within the pillar.

**Long Disbursement Procedures:** The slow disbursement process of UN agencies has often been sighted as a major challenge for implementing institutions, thereby contributing to delays in activity implementation and by extension to the realization of the stated outcomes.

**Weak Coordination:** There are various lead agencies both at the level of UN and government for the three main outcomes of the pillar on poverty reduction and social protection. This arrangement requires concerted coordination efforts to make it possible to demonstrate results at the level of the pillar objectives; however, this did not seem to be the case during the implementation period, thereby making it difficult to provide the basis for a comprehensive assessment of the pillar as a whole.

**A weak Statistical System**: A weak statistical system exacerbated by the lack of a National Strategy for the Development of Statistics has made it difficult for the system to adequately respond to national needs for relevant and timely statistics for planning, monitoring and evaluation of development initiatives.

## Recommendations

There is the need to develop a common operational document or an annual implementation plan for the various pillars

* Considering the importance of M&E in the entire national development process, there is the need to put greater efforts in strengthening M&E units in line ministries particularly in other productive sectors such as Tourism, Energy and Transport. The UN should consider providing human, technical expertise and financial resources in support of M&E in the national development process.
* In order to ensure that capacity development efforts yield dividend, there is a need to conduct, where appropriate, capacity assessments and capacity self-assessments in order to develop longer term strategies per implementing sector on how to address the needs.
* For broader coordination, pillar specific quarterly reviews that include representatives from implementing partners need to be institutionalized for the remaining period of the UNDAF implementation process.
* Bearing in mind the remaining period for the implementation of the UNDAF, consideration should be made in revising some of the targets for certain indicators in outcome one. Specifically this concerns the indicators and targets in relations to the Local Government Areas.
* UN agencies should support the fast tracking of the formulation of a National Strategy for the Development of Statistics (NSDS) to promote statistical development to subsequently address the statistical needs of the country.

## Lessons Learned from the Pillar

* The first important lesson learned during the review process is that the implementation of the outputs of this particular pillar, can be largely deem adequate to the attainment of the three main outcomes within the pillar as indicated in the both the rating tables and the coherence realized in the activities that are leading to the outputs and their intricate linkages to the pillar outcomes.
* While the annual reviews of the country programmes of individual UN agencies and implementing partners is reported to be providing opportunity for alignment at the country programme level, this is not translating to the overall UNDAF and therefore a missed opportunity for greater alignment.
* Delivering UN agency programmes through partner institutions rather than creating project implementation units can greatly enhance programme delivery effectiveness and national ownership as is the case with the current delivery system of the UNDP and attested to by the implementing partners.

# 4.0 Pillar TWO: Basic Social Services

**Basic Social Services**

**Issues**

The Gambia like most countries in sub-Saharan African continues to face a number of challenges that impede the achievement of the MDGs. A major challenge **is the poor access to comprehensive emergency obstetric care,** which is the main determinant of maternal survival when complications arise. In addition, the **insufficient number of skilled health workers** has not only aggravated efforts to reduce child and maternal morbidity and mortality, but it has significantly undermined the Government’s disease control and prevention programmes.

In education, there is a need to improve access to basic education in the rural areas as well as improve the quality of education at all levels.

**Intention of the UN System**

The UN system will continue to intensify efforts aimed at ensuring improved social service delivery, with a particular focus on **improving access to social services of vulnerable, marginal, disadvantaged and socially excluded groups**

The UN system has identified 3 areas in which supporting the development of national capacities as a means to achieving the national health policy framework and the MDGs under this outcome. These include the **provision of maternal, emergency obstetric, neonatal and child care nationwide, especially for the poorest and most underserved communities**. Efforts will be directed towards **overturning the human resources for health constraint by increasing the availability of skilled health personnel in key cadres**.

The UN system recognizes the Government of The Gambia’s interventions in the basic, secondary and tertiary education sectors and has identified 3 areas in which it will contribute to national capacity development: 1) **Enrolment and completion rates in basic education**, **especially in poor/vulnerable regions, to reach 100%;** 2) Quality of teaching and **learning achievement of schools in the most vulnerable regions;** 3) Improvement and monitoring of capacity development in **functional literacy and numeracy, technical, tertiary and vocational education for youths and adults**.

At midterm, the effort is to assess achievements on these outputs and the results with emphasis on the outputs highlighted in bold. The CPAPs of the UN Agencies were the main documents used for the assessment. In addition, consultation meetings were held with the contributing UN Agencies and the Government Implementing Partners.

**Key Findings**

**4.1.1 Contribution to Health Improvement**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **UNDAF Outcome 4: Increased equitable access and coverage of quality reproductive,** | | | | |
| **maternal and new born and child health services and improved response to** | | | |  |
| **main diseases.** |  |  |  |  |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |  |
| Output 4.1: Maternal, Emergency Obstetric, Neonatal and Child Care services including the Prevention of mother-to-child transmission of HIV meet the “minimum national standards” and are provided nationwide especially to the poorest and underserved communities. | Revitalize the PHC strategy and implement selected activities in selected districts | National Health Sector bottleneck analysis completed | Progress has been registered but the planned contribution is yet to be achieved |  |
|  | Investment case to revitalize PHC and accelerate progress towards achieving MDGs 4 and 5 completed |  |
|  | Supported the strengthening of routine immunization services | Rotavirus vaccine was introduced nationwide | Planned contribution on routine Immunization achieved |  |
|  |  | Rotavirus vaccine was introduced nationwide |  |
|  |  | The cold chain was further expanded with an additional 10 units |  |
|  |  | Proposals for introduction of Human Papiloma virus (HPV) and Injectable Polio Virus (IPV) have received conditional approval for GAVI funding |  |
|  |  | Provided 5 two-wheel motor bikes to support immunization |  |
|  |  | Two rounds of oral polio campaign integrating Vitamin A supplementation and de-worming were conducted |  |
|  | Strengthened EPI outreach services |  | No achievement reported on this planned contribution |  |
|  | Revised EPI Training Manual |  | No achievement reported on this planned contribution |  |
|  | An effective vaccine and cold chain management system in place |  | No achievement reported on this planned contribution |  |
|  | Polio surveillance report produced | Polio Eradication Initiative Weekly Update provided | Planned contribution on Polio Surveillance achieved |  |
|  | Cumulative Summary Report for National Immunization Days, The Gambia 24-27 May 2013 available |  |
|  | Polio surveillance activities strengthened |  | No achievement reported on this planned contribution |  |
|  |  |  |  |  |

|  |  |  |  |
| --- | --- | --- | --- |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |
| Output 4.1: Maternal, Emergency Obstetric, Neonatal and Child Care services including the Prevention of mother-to-child transmission of HIV meet the “minimum national standards” and are provided nationwide especially to the poorest and underserved communities. | Provided health facilities with equipment, medicines, contraceptives and medical supplies | Rehabilitation of Soma health centre to facilitate provision of comprehensive emergency obstetric care | High achievement of planned contribution |
|  | Procurement of medical equipment and supplies for the Operation Theatre of Soma health centre to facilitate the provision of Comprehensive Emergency Obstetric care |
|  | Provision of ambulance to facilitate referrals |
|  | Provision of RH Commodities including contraceptives to all public health facilities |

|  |  |  |  |
| --- | --- | --- | --- |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |
| Output 4.1: Maternal, Emergency Obstetric, Neonatal and Child Care services including the Prevention of mother-to-child transmission of HIV meet the “minimum national standards” and are provided nationwide especially to the poorest and underserved communities. | Training of health professionals on EmONC signal functions, use of Patograph and Quality Antenatal Care | Capacity building on the provision of comprehensive emergency obstetric care services for 54 health workers including doctors, midwives and nurses | High achievement on planned contribution |
|  | Orientation of health service providers on new Postpartum Care |
|  | Guidelines developed in 2011 using WHO Generic Guidelines |
|  | Printing and dissemination of RH guidelines and tools |  | No achievement reported on this planned contribution |
|  | Supported quarterly maternal death audits review meetings | Maternal Death Audits conducted at EFSTH and Soma Health Centre | Audits conducted in only two major health facilities, but no report on review meetings |
|  | Celebration of Africa Day on the Reduction of Maternal and Newborn Morbidity and Mortality |  | No achievement reported on this planned contribution |
|  | Regional Dissemination meetings on Adolescent youth friendly SRH Guidelines |  | No achievement reported on this planned contribution |
|  | Conducted Monitoring Visits |  | No achievement reported on this planned contribution |
|  | Conducted Quarterly regional in-service meetings |  | No achievement reported on this planned contribution |

|  |  |  |  |
| --- | --- | --- | --- |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |
| Output 4.1: Maternal, Emergency Obstetric, Neonatal and Child Care services including the Prevention of mother-to-child transmission of HIV meet the “minimum national standards” and are provided nationwide especially to the poorest and underserved communities. | Scaled -up PMTCT services in the 20 target districts | PMTCT bottleneck analysis conducted and report available | Progress made but planned contribution not achieved |
|  | Strengthening of health Systems capacity in malaria control, evaluation of IMNCI,C-IMNCI, EMNCH and CHBC services in selected target districts | Supported the review of the National Malaria Policy, Malaria Strategic Plan and Malaria Monitoring and Evaluation Plan | High achievement on planned contribution |
|  |  | 30 Village Health Workers in CRR North re-trained to improve their capacity |  |
|  |  | Integrated Management of Neonatal and Childhood Illness Health Facility Survey Report available |  |
|  |  | Supported the Seasonal Malaria Chemoprophylaxis (SMC) 2014 |  |
|  |  | Building the capacity of health workers through case management training , providing supplies of basic medicines , anthropometric equipment and Ready to Use Therapeutic Foods to all health facilities in CRR and URR |  |
|  |  | 46 Village health workers and 368 Village Development Committee Members were sensitized on the PHC Strategy |  |
|  |  | Essential medicines for treatment and management of diarrhoea and pneumonia at community level provided |  |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
|  | **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |  |
|  | Output 4.1: Maternal, Emergency Obstetric, Neonatal and Child Care services including the Prevention of mother-to-child transmission of HIV meet the “minimum national standards” and are provided nationwide especially to the poorest and underserved communities. | Capacity for EMNCH strengthened | Maternity ward of Essau health centre to made fully functional for the provision of EMNCH services | Progress registered on planned contribution, but limited to Essau health facility |  |
|  |  | Capacity of health service providers and TBAs strengthened on neonatal survival interventions |  | No achievement reported on this planned contribution |  |
|  |  | Advocacy on use of Guidelines and Tools for improving neonatal survival and health conducted |  | No achievement reported on this planned contribution |  |
|  |  | Trained health care workers on IMNCI | 85 Health workers trained on IMNCI | Some achievement made on the planned contribution |  |

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  |  |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |
| **Output 4.2**: Increased competency and availability of health human resources for the health sector, especially nurses with additional skills. | Fellowship and local training program |  | No achievement reported on this planned contribution |
|  | HRH Strategic Plan available | Validated Human Resources for Health Strategic Plan available | Planned contribution achieved |

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  |  |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |
| **Output 4.3**: Improved national and sub-national capacity for implementation of community based interventions on health promotion and disease prevention, including HIV | National Health Promotion Policy and Strategy available | National Health Promotion and Education Policy 2013 available | Health Promotion Policy available but no information on availability of Strategy |
|  | National Tobacco Control Policy and Strategy available | Tobacco Control Policy 2013 available | Policy available , but no information on Strategy development |
|  |  | The Gambia Tobacco Control Bill 2014 | Planned Contribution achieved |
|  | Reduced demand for tobacco use achieved |  | No data available on demand reduction |
|  | National prevalence data on tobacco use available | The Gambia Report on FTCT Implementation 2014 available | Planned contribution achieved |
|  | Communities sensitised on non- communicable diseases |  | No information on performance on this planned contribution |
|  | Inter-sectoral action and partnership for NCD, mental health and injury prevention and control developed | Non Communicable Diseases (NCD) Policy 2012 available | High achievement on planned contribution |
|  | NCD Action Plan 2012-2016 available |
|  | Advocacy , awareness and social mobilization for NCDs, mental health and injuries | Sensitization programmes on Mental Health and Substance Abuse ongoing | Some achievement on planned contribution |
|  | National Road Safety Strategy available |  | No information on performance on this planned contribution |

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  |  |
| **UNDAF Output** | **Planned Contributions to UNDAF Output (2012-2013)** | **Achievement on Planned Contributions** | **Comment** |
| **Output 4.3**: Improved national and sub-national capacity for implementation of community based interventions on health promotion and disease prevention, including HIV | Capacity for the management , prevention and control of NCDs, mental illness and road traffic injuries in place |  | Some achievement on planned contribution |
|  | Support the implementation of the integrated communication plan for child survival and Development in selected target districts (117 Communities) | Eight(8) of the 20 target vulnerable districts reached with 4+2 messages, representing 112 out of 348 communities targeted | High performance on the planned contribution |
|  |  | A total of 1120 village support group members equipped with the functional knowledge , skills and communication materials to practice and promote the 4+2 key household |
|  |  | Weekly radio programmes established with three community radio operators in two of the three vulnerable intervention regions |
|  | Implement CLITS activities in 300 selected communities for abandonment of open defeacation | 569 communities were triggered for abandonment of open defeacation | High performance on the planned contribution |
|  | Developed community skills and capacities in improved sanitation and hygiene technologies and promote use of the technologies |  | No information on performance on this planned contribution |

## Results Achieved

Table 4.1: Pillar II: Achievements on selected Indicators

|  |  |  |  |
| --- | --- | --- | --- |
| **Key: Status Rating** | Target Achieved | Progressing Satisfactorily | Progress Unsatisfactory |

| OUTCOME 4: **Increased national and sub-national equitable access and coverage of quality reproductive, maternal, new born and child health services and improved response to the main diseases.** | | | | |
| --- | --- | --- | --- | --- |
| OUTPUT | Baseline Indicator | Target Indicator | 2013 Indicator | Status Rating |
| 4.1 Maternal, Emergency Obstetric, Neonatal and Child Care services meet the “minimum national standards” and provided nationwide especially to the poorest and underserved communities. | Proportion of women receiving antenatal care from skilled personnel during last pregnancy 97.8% | 100% | 86.2 (DHS preliminary report) |  |
| Number of major health centres providing Emergency Maternal New-born and Child Health (EMNCH) services: 2 | 5 | 5 |  |
| Percentage of unmet need for family planning: 30% | 15% | 24.8% |  |
| Percentage of service delivery points offering at least four reproductive health services: 90% | 100% | Over 90% of service delivery points are offering the following; FP Services, ANC, Health Education and Immunization Programme |  |
| Number of health facilities providing comprehensive emergency obstetric care: 6 | 13 | 10  Soma Health Centre is now providing comprehensive emergency obstetric care and plans are advance to equipped Kuntaur Health Centre to provide the same services |  |
| Proportion of pregnant women tested positive for HIV who received ARV prophylaxis to prevent the transmission of HIV: 6.9% | 6.9% | 87% |  |
| **4.2.** Increased competency and availability of health human resources for the health sector, especially nurses with additional skills. | Community Health Nurse to population ratio: 0.82 | 1.0 |  |  |
| Public Health Officers to population ratio: 0.49 | 0.63 |  |  |
| Percentage of births attended by skilled personnel: 56% | 80% | 57.2(DHS preliminary report) |  |
| **4.3.** Improved national and sub-national capacity for implementation of community based interventions on health promotion and disease prevention, including HIV. | 4.3a Percentage of health facilities with minimum staffing norm.  [Requires study] |  | Data not available |  |
| 4.3b Percentage of targeted community health posts providing the basic clinical care package [Requires study] |  | Data not available |  |
|  |  |  |  |

*Source: Overall 2013 UNDAF Results*

**Note:** For the proportion of pregnant women tested positive for HIV and received ARV, the baseline data was not accurate

## Health Outcome

Child mortality is declining in The Gambia and the estimates developed by the UN Inter-agency Group for Child Mortality Estimation 2013 report (UNIGME) estimated under-five mortality at 73 per 1000 and infant mortality at 49 per 1000, compared to the 2010 MICS data which placed them at 81 and 109 per 1000 deaths, respectively. This improvement is still insufficient for the country to meet the target for MDG 4 of 42 per 1000 and 67.5 per 1000 deaths for infant and under-five mortality, respectively.

According to the preliminary report of the Gambia Demographic and Health Survey (GDHS) 2013, maternal mortality stands at 433 per 100,000 deaths, rising above the target for MDG 5 of 263 per 100,000. The overall proportion of women assisted at birth by a skilled health worker is 57.2% (GDHS 2013); however, CRR South, CRR North and URR are all below the average, with 33.3%, 34.6% and 30.9%, respectively. The Health sector is still facing major constraints in skilled human resources, supplies of equipment and drugs, and few health facilities offer Comprehensive Emergency Obstetric and New-born Care.

**4.1.2 Challenges**

* Effective coordination of investments in the sector-government and partners investment
* High turn- over of trained and skilled health workers from the public health sector
* Limited financial resources available to Health

**4.1.3 Recommendation**

The Collaborative Program – COMPACT – being facilitated by WHO provides a unique opportunity for negotiation between Government and health development partners. For a system where senior management instability is a high risk, UN System negotiation could focus on the following areas:

* Health Systems Reforms similar to the Ghana Health System Reforms
* De-concentration and Decentralization

**4.1.4. Lessons Learnt**

* Maternity related deaths reductions requires not just the capacity building of the regional referral health facility, but in addition, the strengthening of the basic health care package delivery system of the region

**4.2: UNDAF and Education- Key Findings**

**4.2.1 Contribution to Education**

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **UNDAF Outcome 5: Access to high quality and relevant education and skills for youth** | | | | |
| **Children and disadvantaged adults enhanced** | |  |  |  |
|  |  |  |  |  |
| **UNDAF Output** | **Planned Contributions 2012-2013** | **Achievement on Planned Contribution** | **Comment** |  |
| **Output 5.1**: Increased enrolment and completion rates in basic education, especially in the most vulnerable regions. | Improvement of WASH infrastructure and maintenance and promotion of hygiene behaviour in 200 PIQSS schools | Access to improved water supply and basic sanitation scaled up in 23 rural schools in Central River Region and Upper River Region | Progress registered on the planned contribution, but achievement is low. |  |
|  | Implementation of the National education strategic Plan and policies including inclusive education for children with disability | Supported the national disability study | Disability survey conducted, policy and strategic Plan developed, but no information on implementation |  |
|  | Supported the finalization of the draft equity informed Education Policy and Sector Strategic Plan 2013-2022 (covering Basic, Secondary and Higher Education) |  |
|  | School Feeding in food in-secure and poor regions | Development project 105480 “Support to Basic Education in Rural and Urban Vulnerable Regions” (2007–2012) supported 180,000 vulnerable children in selected urban and rural primary schools, ECD centres and *madrassas* in food-insecure areas | High achievement on planned contribution |  |
|  |  |  |  |  |
|  |  |  |  |
| **UNDAF Output** | **Planned Contributions 2012-2013** | **Achievement on Planned Contribution** | **Comment** |
| **Output 5.2**: Improved quality of teaching and learning achievements of schools in the regions with the lowest educational indicators | Development of the national in-service teacher training policy and a draft training plan | National in-service teacher training policy and a draft training plan available | Planned contribution achieved |
|  | The Gambia College Teacher training curriculum revised with modules on Early Childhood Development, Child Centered Teaching methodologies and Child Protection |  | No information on performance on this planned contribution |
|  | Thirty (30) PIQSS schools established in the most remote rural regions to address equity in access and quality education at the basic education level (with basic elements of the minimum standards established) | Provided teaching and learning materials for 60 PIQSS Schools | High achievement on planned contribution |
|  |  | 1000 teachers provided in-service training |
|  |  | Supported the development of an Education Communication Plan |

|  |  |  |  |
| --- | --- | --- | --- |
|  |  |  |  |
| **UNDAF Output** | **Planned Contributions 2012-2013** | **Achievement on Planned Contribution** | **Comment** |
| **Output 5.3**: Strengthened national capacity to coordinate and implement policies and strategies for technical, vocational and tertiary education and literacy | The Ministry of Basic and Secondary Education staff have capacities to plan, implement, monitor and report on disaster risk reduction and response in Education | Planning meeting was held between the Ministry of Basic and Secondary Education, the National Disaster Management Agency and UNICEF and funding for the training was provided | Progress made, but planned contribution not achieved |
|  | Skills gap assessment in CRR and NBR |
|  | Institutional capacity assessment of the National Training Authority |  |
|  |  |  |  |

## Results Achieved

***Basic and Secondary Education***

Table 4.2: National enrolment change for the three levels of education 2010-2014

| **Year** | **LBE Total Enrolment** | **UBE Total Enrolment** | **SSE Total Enrolment** |
| --- | --- | --- | --- |
| 2010 | 228,105 | 75,635 | 35,532 |
| 2011 | 228,495 | 77,408 | 37,790 |
| 2012 | 244,033 | 80,742 | 40,533 |
| 2013 | 255,975 | 84,825 | 45,041 |
| 2014 | 274,939 | 87,391 | 49,113 |

*Source: Generated Year Book 2014v4 Ministry of Basic and Senior Secondary Education*

Table 4.5 shows that enrolment has grown at all the three levels of education over the period. For Lower Basic Education, the percentage change achieved from 2010-2014 is 17%, for Upper Basic Education, the growth is 13% and for Senior Secondary Education the growth is 28%.

The big percentage increase for senior secondary education could be attributed to the major increase in physical access to senior secondary education from 2010 to 2014, 99 Senior Secondary Schools existed in the country as at 2010 , this increased to 134 in 2014. The largest growth in number of senior secondary schools was observed for Region 2, from 28 to 49 schools.

Table 4.3: Lower basic education completion rate changes per region 2010-2014

| **Region** |  | **2010** | **2011** | **2012** | **2013** | **2014** |
| --- | --- | --- | --- | --- | --- | --- |
| **Region 1** | | | | | | |
|  | **Boys** | 96.3 | 97.9 | 102.3 | 99.4 | 98.1 |
|  | **Girls** | 102.4 | 104.7 | 108.7 | 106.9 | 102.7 |
|  | **Total** | **99.4** | **101.4** | **105.5** | **103.2** | **100.4** |
| **Region 2** | | | | | | |
|  | **Boys** | 86.7 | 81.4 | 84.4 | 83.6 | 82.5 |
|  | **Girls** | 81.8 | 77.9 | 76.8 | 79.1 | 81.3 |
|  | **Total** | **84.2** | **79.6** | **80.6** | **81.3** | **81.9** |
| **Region 3** | | | | | | |
|  | **Boys** | 65.9 | 66.3 | 67.1 | 69.7 | 67.2 |
|  | **Girls** | 71.3 | 64.8 | 62.7 | 66.4 | 61.9 |
|  | **Total** | **68.7** | **65.6** | **64.9** | **68.1** | **64.5** |
| **Region 4** | | | | | | |
|  | **Boys** | 71.9 | 64.2 | 69.1 | 71.2 | 78 |
|  | **Girls** | 70.4 | 62.7 | 63 | 71.2 | 72.2 |
|  | **Total** | **71.1** | **63.4** | **66** | **71.2** | **75.2** |
| **Region 5** | | | | | | |
|  | **Boys** | 37.4 | 38 | 34.2 | 34.1 | 34.3 |
|  | **Girls** | 48.2 | 44.5 | 43.1 | 44.9 | 46.8 |
|  | **Total** | **42.9** | **41.3** | **38.7** | **39.6** | **40.7** |
| **Region 6** | | | | | | |
|  | **Boys** | 54.5 | 50.4 | 55.7 | 52.4 | 58.4 |
|  | **Girls** | 44.4 | 37.7 | 41 | 43.5 | 48.8 |
|  | **Total** | **49.4** | **43.9** | **48.3** | **47.9** | **53.5** |
|  |  |  |  |  |  |  |

Table 4.3 shows the changes in completion rate for Lower Basic Education. In general no consistent increase in completion rate could be observed for completion rates for the regions for the period 2010-2014. For Region 2, completion rate was 84.2 for 2010 and 81.9 for 2014, for Region 3, 68.7 for 2010 and 64.5 for 2014, Region 4, 71.1 for 2010 and 75.2 for 2014. The lowest completion rates for lower basic education were observed for CRR. It is also observed that the probability of a boy in Greater Banjul Area (Region1) completing lower basic education is 4 times higher than that in CRR and for a girl child in Region 1, it is twice that of a girl child in CRR.

**Table 4.4: Upper Basic Education Completion Rates Changes Per Region 2010-2014**

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Region** |  | **2010** | **2011** | **2012** | **2013** | **2014** |
| **Region 1** | | | | | | |
|  | **Boys** | 103 | 103.8 | 103.5 | 106.3 | 102.6 |
|  | **Girls** | 99.6 | 108.9 | 104.7 | 107.6 | 107.6 |
|  | **Total** | **101.3** | **106.4** | **104.1** | **107** | **105.2** |
| **Region 2** | | | | | | |
|  | **Boys** | 73.1 | 75.6 | 77 | 76.8 | 77.4 |
|  | **Girls** | 62.9 | 69.6 | 72.1 | 70.5 | 68.8 |
|  | **Total** | **67.9** | **72.5** | **74.5** | **73.6** | **73** |
| **Region 3** | | | | | | |
|  | **Boys** | 48.6 | 53.1 | 54.4 | 59.3 | 58.1 |
|  | **Girls** | 46.4 | 49.2 | 56.2 | 54.6 | 57.5 |
|  | **Total** | **47.5** | **51.1** | **55.3** | **56.9** | **57.8** |
| **Region 4** | | | | | | |
|  | **Boys** | 52.4 | 49.1 | 59.6 | 64.8 | 55 |
|  | **Girls** | 37.6 | 34.9 | 54 | 53.8 | 48.2 |
|  | **Total** | **44.9** | **41.9** | **56.8** | **59.1** | **51.5** |
| **Region 5** | | | | | | |
|  | **Boys** | 29 | 30.8 | 31.6 | 27.7 | 31.2 |
|  | **Girls** | 28.5 | 36.7 | 42.6 | 35.4 | 36.7 |
|  | **Total** | **28.7** | **33.8** | **37.2** | **31.6** | **34** |
| **Region 6** | | | | | | |
|  | **Boys** | 24 | 26.3 | 20.3 | 22.3 | 24.7 |
|  | **Girls** | 16 | 17 | 13.8 | 14.3 | 18 |
|  | **Total** | **19.9** | **21.6** | **17** | **18.3** | **21.3** |

Table 4.4 shows the changes in completion rate for Upper Basic Education. In general no significant change could be observed for completion rates for each region for the period 2010-2014. The lowest completion rates for upper basic education were observed for URR (Region 6). It is also observed that the probability of a boy in Greater Banjul Area (Region1) completing lower basic education is 4 times higher than that in URR and for a girl child in Region 1, it is six (6) times that of a girl child in URR

Table 4.5: Senior Secondary Education Completion Rates Changes Per Region 2010-2014

| **Region** |  | **2010** | **2011** | **2012** | **2013** | **2014** |
| --- | --- | --- | --- | --- | --- | --- |
| **Region 1** | | | | | | |
|  | **Boys** | 71.9 | 70.2 | 69.2 | 65.8 | 69.1 |
|  | **Girls** | 57 | 56.7 | 56.1 | 55.9 | 59.1 |
|  | **Total** | **64.3** | **63.3** | **62.5** | **60.7** | **64** |
| **Region 2** | | | | | | |
|  | **Boys** | 22 | 22.6 | 28.1 | 30 | 34 |
|  | **Girls** | 20.7 | 19.9 | 21.4 | 25.1 | 29.7 |
|  | **Total** | **21.3** | **21.2** | **24.7** | **27.5** | **31.8** |
| **Region 3** | | | | | | |
|  | **Boys** | 17 | 25.5 | 25.3 | 24.8 | 30.1 |
|  | **Girls** | 13.3 | 21.4 | 22.4 | 22 | 30.9 |
|  | **Total** | **15.1** | **23.4** | **23.8** | **23.4** | **30.5** |
| **Region 4** | | | | | | |
|  | **Boys** | 16 | 15.6 | 21.2 | 19.6 | 20.5 |
|  | **Girls** | 9.7 | 16.2 | 16.1 | 14 | 21 |
|  | **Total** | **13** | **16.1** | **18.6** | **16.7** | **20.7** |
| **Region 5** | | | | | | |
|  | **Boys** | 16.4 | 16 | 21.2 | 19.6 | 20.5 |
|  | **Girls** | 9.7 | 16.2 | 16.1 | 14 | 21 |
|  | **Total** | **13** | **16.1** | **18.6** | **16.7** | **20.7** |
| **Region 6** | | | | | | |
|  | **Boys** | 8.5 | 9.9 | 9.3 | 10.2 | 11.7 |
|  | **Girls** | 4.6 | 5.2 | 3 | 4.8 | 6.9 |
|  | **Total** | 6.5 | 7.5 | 6.1 | 7.4 | 9.2 |

*Source: Generated Year Book 2014v4*

Table 4.5 shows that senior secondary education completion rate is generally low in all the education regions. The lowest completion rates for senior secondary education, is observed for Region 6. Growth in completion rate is however observed in all the education regions from 2010-2014. For Region 1 the growth change from 2010-2014 for boys is negative 4% but for girls is 4%. Growth changes for Region 2 for boys is 35 %, for girls 30%, Region 3 growth change for boys is 43% and for girls 57%, for Region 4, boys is 22% and girls 54%, for Region 5, boys is 20% and girls 54%, for Region 6, boys 27%, girls 33%.

The probability for a boy in completing senior secondary education in the Greater Banjul Area (Region1) is 6 times that of a boy in Upper River Region (Region 6) and for a girl in the Greater Banjul Area is 9 times that of a girl in Upper River Region

## Education Outputs Achievement

**Output 5.1:** Increased enrolment and completion rates in basic education, especially in the most vulnerable regions.

Table 4.5 shows increased enrolment in Lower and Upper Basic Education. Tables 4.6 and 4.7 do not show consistent increase in completion rates for Lower and Senior Secondary Education across the Education Regions. For Region 2 completion rate was 84.2 in 2010 and down to 81.9 in 2014. For Region 3, it was 68.7 in 2010 and 64.5 in 2014, for Region 4, it was 71.1 in 2010 increased to 75.2 in 2014, for Region 5, it was 42.9 in 2010 and 40.7 in 2014, for Region 6, it was 49.4 in 2010 increased to 53.5 in 2014.

**Output 5.2:** Improved quality of teaching and learning achievements of schools in the regions with the lowest educational indicators

According to the Gambia Annual Report 2013 (UNICEF), quality of education is a major problem for the sector. The 2013 National Assessment Test at Grade 5 showed that only 35% of children meet the minimum requirement in Mathematics, a drop from 2012 NAT results where 55% had met the minimum requirement. It gets worse in the Central River and Upper River regions (CRR and URR) where only 9% and 3% of children passed mathematics, respectively

**Output 5.3:** Strengthened national capacity to coordinate and implement policies and strategies for technical, vocational and tertiary education and literacy

The Coordination capacity of Basic and Secondary Education is one its major strengths

Table 4.6: Performance on indicators

|  |  |  |  |
| --- | --- | --- | --- |
| **Key: Status Rating** | Target Achieved | Progressing Satisfactorily | Progress Unsatisfactory |

| OUTCOME 5**. Access to high quality and relevant education and skills for youth, children and disadvantaged adults enhanced** | | | | |
| --- | --- | --- | --- | --- |
| OUTPUT: | Baseline Indicator | Target Indicator | 2013 Indicator | Status Rating |
| **5.1 Increased enrolment and completion rates in basic education, especially in the most vulnerable regions.** | Net Enrolment Rate  :75% | 100% | In CRR, the GER in 2013 was 60.2 % (Boys: 53.3 %, and Girls: 67.1 %). In URR, the GER was 85.6 % (boys: 87.5 %, and girls: 83.5 %) |  |
| Primary school completion rate in the most vulnerable regions | 100% | Completion rates increased from 24% in CRR and 18% in URR (CSR 2010) to 39.3% in CRR and 48.3% in URR in 2013. |  |
| National School feeding policy developed and implemented |  |  |  |
| **5.2** Improved quality of teaching and learning achievements of schools in the regions with the lowest educational indicators. | Student performance in the National Assessment Test (NAT): 29% | 55% | NAT grade 3 results indicate that in 2013 , 67% of the children performed above minimum competency level (> 40% mark) in English an increase of 26% above the 2012 performance rate of 41%, with CRR and URR at 30% and 29% respectively.  But  The 2013 National Assessment Test at Grade 5 showed that only 35% of children meet the minimum requirement in Mathematics, a drop from 2012 NAT results |  |
| Proportion of Gambia College School of Education graduates trained in competency-based approaches to teaching, learning and assessment: 0 | 100% | Data not available |  |
| Proportion of in-service teachers trained in competency-based approaches to teaching, learning and assessment: 0 | 100% | Data not available |  |
| **5.3** Strengthened national capacity to coordinate and implement policies and strategies for technical, vocational and tertiary education and literacy. | Availability of a monitoring system for performance appraisal: N | Y | Data not available |  |
| Proportion of vocational graduates who are employed: |  | Data not available |  |

**Education Outcome Performance**

**Outcome 5:**  Access to high quality and relevant education and skills for, children, youth and disadvantaged adults enhanced.

**Access** is described as a general concept that summarizes a set of more specific dimensions. The specific dimensions are availability, accessibility, affordability and acceptability

**Performance** on the above indicators for basic and secondary education shows reasonable good performance for access to basic education for the children. However, the senior secondary school completion rates for the regions, shows low access. Data on access to education and skills for youth and disadvantaged adults is limited.

**4.2.2. Challenges**

* Senior secondary education completion rate is generally low in all the education regions. The lowest completion rates for senior secondary education, is observed for Region 6.
* UN System contribution to education seems to be focused on improving access to basic education. Secondary school education seems to be of lower priority and this leaves a gap for the continuum of education of the child especially children from poor households.
* Data on access to education and skills for youth and disadvantaged adults is limited

**4.2.3. Lessons Learnt**

* Effective coordination of investment efforts produces measurable results.
* UN Agencies (UNICEF and WFP) membership of and strong participation in the Local Education Group enhances coordination of investments and efforts

**4.2.4. Recommendation**

* The Local Education Group comprising of UNICEF and WFP could be expanded to include UNDP to adequately link education to development- Education for Poverty Reduction in The Gambia
* The UNCT strong participation in the development of the Global Strategic Plan- One Education sector – is strongly recommended.
* “Education is Power”- UNCT could negotiate strongly for increasing access to senior secondary education for children from poor households everywhere in The Gambia
* The School Feeding Program should not only serve as an attraction for enrolment, but should strongly contribute to the nutrition and health status of the children. Hence the need to review the nutritional value of the package being served to the children.
* The School Feeding Program needs to consider the urban poor children
* Need for strong link between the national agricultural produce production and value addition plan and the new “Home Grown” School Feeding Program
  1. **HIV and AIDS**

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **UNDAF and HIV and AIDS**  **Joint Program on HIV and AIDS – Joint Themes for HIV and AIDS**  **Program Includes**   * Funding support to the National HIV and AIDS Program * Membership of the Common Country Mechanism of the Global Fund ,current representatives are, WHO, UNAIDS and UNFPA * Joint Program aligned with the National HIV and AIDS Strategic Plan * There exist an Implementation and Monitoring and Evaluation Framework for the Program   **The following major activities were supported**:   * Training of 30 Health Workers on STI Management and Control * Updating Treatment Guidelines : Training health workers on Voluntary Counseling and Testing * 3 Bi-monthly clinical supervision and monitoring events * 2 Quarterly regional TB/HIV Coordination Committee Meetings * Two National TB/HIV Coordinating Committee Meetings * Six Monthly TB/HIV Education Radio Shows with 2 private radio houses * Training of Security Personnel in the Tourism Development Area on Gender Based Violence, HIV Human Rights and the law * Income Generating Activity for PLHIV Members * Institutional strengthening and capacity building on Good Governance training for PLHIV * Global Fund Concept Note /Proposal development and submission * HIV Policy revision * New National HIV and AIDS Strategic Plan development * 300 PLHIV trained on Treatment Literacy * PLHIV Networks and Support Groups Institutional capacity strengthening * UN Cares and UN Learning strategy on HIV prevention, treatment, care and support for UN staff and families training * Evaluation of the Joint HIV/AIDS Project   **4.3.1 Findings** | |  |  |  |  |
| **Outcome 6: Improved national capacity in coordinating and delivering quality HIV prevention** | | | | | |
| **Care and Support services, Including access to PMTCT Services** | | |  |  |  |
|  |  |  |  |  |  |
| **UNDAF Output** | **Planned Contributions 2012-2013** | **Achievement on Planned Contribution** | **Comment** |  |  |
| **Output 6.1:** Strengthened national coordination and health sector provision of HIV prevention, treatment and support services, with focus on the MARPS and addressing stigma and discrimination | NAC and NAS Bill enacted |  | NAC,NAS draft Act yet to be discussed by the National Assembly |  |  |
| **Output 6.2**: National laws, policies and strategies to address HIV related stigma and discrimination available and implemented | Model Law on HIV and AIDS and STIs enacted |  | Model Law on HIV and AIDS is yet to be discussed by the National Assembly |  |  |
|  | Availability of revised HIV and AIDS Policy | Revised HIV and AIDS Policy available | Planned contribution achieved |  |  |
|  | Availability of HIV and AIDS related Stigma and Discrimination Strategy | HIV and AIDS related Stigma and Discrimination Strategy available | Planned contribution achieved |  |  |

**Results Achieved**

**Table 4.7: Pillar II Outcome 6 achievement on indicators**

|  |  |  |  |
| --- | --- | --- | --- |
| **Key: Status Rating** | Target Achieved | Progressing Satisfactorily | Progress Unsatisfactory |

| OUTCOME 6 **Improved national capacity in coordinating and delivering quality HIV prevention care and support services, including access to PMTCT services** | | | | |
| --- | --- | --- | --- | --- |
| OUTPUT: | Baseline Indicator | Target Indicator | 2013 Indicator | Status Rating |
| **6.1.** Strengthened national coordination and health sector provision of HIV prevention, treatment and support services, with focus on the MARPS and addressing stigma and discrimination | Number of Bio-behavioural surveillance surveys conducted: 0 | 1 | 1 |  |
| Number of behavioural sentinel surveillance surveys conducted: 3 | 6 | 5 |  |
| % of MARPs reached with HIV prevention Programmes | 50% | 43% |  |
| % of OVC (boy/girl) aged under 18 who have received a basic external support: 15% | 65% | Data not available from NAS |  |
| **6.2.** National laws, policies and strategies to address HIV related stigma and discrimination available and implemented. | Model law on HIV/AIDS & STIs enacted. (B:N, T:Y) |  | Model Law still awaiting cabinet approval |  |
| Availability of revised HIV/AIDS policy: N | Y | Y The Revised HIV/AIDS Policy has been validated. |  |
| Availability of a HIV/AIDS related stigma and discrimination strategy: N | Y | Action Aid have developed a National HIV/AIDS Stigma Reduction Strategy |  |

**Outcome Performance on HIV**

**Epidemiology Trend**

HIV Prevalence and trends among ANC attendees 2000 – 2011

**Source: NAS Report 2012[[1]](#endnote-1)**

|  |  |  |  |
| --- | --- | --- | --- |
|  | **HIV Prevalence Trend** | | |
|  | **2011(NSS)** | **2012(NSS)** | **2013(DHS)** |
| HIV 1 | 1.65 | 1.57 | 1.9 |
| HIV 2 | 0.07 | 0.26 |  |
| HIV | 1.72 | 1.83 | 1.9 |
|  |  |  |  |

**Pillar II Graph 1**

Pillar II Graph 1 above shows that The Gambia is yet to halt and began to reverse the prevalence of HIV in the population. The prevalence data by region shows higher prevalence of HIV in the South Bank Regions than the North Bank Regions, these calls for further research on the key drivers of HIV in the south bank regions of The Gambia

**4.3.2: Challenges**

* The non -functionality of the National AIDS Council
* Slow implementation of the “ Three One Principle for HIV and AIDS” as prescribed by UNAIDS
* Difficulties in holding the Joint HIV/AIDS Team meetings

**4.3.3: Lessons Learned**

**Good Practices of the Joint UN HIV and AIDS Program**

* Availability of Program Reporting Template
* Quarterly reporting on milestones
* Monthly meeting of the Team

**4.3.4: Recommendations**

* The “Joint Theme” approach is innovative, emphasis should be on the complementarity of the UN Agencies outputs to the achievement of the objectives. It should not end with the UN Agencies programs on HIV and AIDS, but the UN Joint Program complementarity with other investments in the national HIV and AIDS Program.
* The second phase of UNDAF could also support researches to identify the drivers of the infection in the Southern half of the Country

# Pillar THREE: Governance and Human Rights

## Pillar Findings

The Governance and Human Rights Pillar (Pillar III) of the UNDAF constitutes two Outcomes and six Outputs, as can be seen from the matrices below. The findings under the Pillar are therefore analysed by Output, and then by Outcome, with the analysis organised by categorising the stakeholders into Government institutions, NGOs and UN Agencies. The analysis is on the basis of whether the Outputs and therefore Outcomes are likely to be achieved or not, using the matrices received from the stakeholders who duly completed and returned them, and supported by the various interviews held, as well as the review of the literature available.

The Pillar findings are thus as follows:

**Findings on Outcome 7:** Improved gender equity and women’s empowerment for social transformation and national development

Table 5.1: Responses received from government institutions for outcome 7

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Governance and Human Rights** | | | | |
| **UNDAF Outcome 7: Improved gender equity and women’s empowerment for social transformation and national development.** | | | | |
| **Outputs** | **Government Institutions** | | | |
| **Office of the Vice President** | **Women’s Bureau** | **Ministry of Basic and Secondary Education** |  |
| **Output 7.1: National and local development policies, programmes and budgets are gender sensitive.** | Behind schedule but satisfactory - likely to be achieved | On schedule - likely to be achieved. | On schedule - likely to be achieved. |  |
| **Output 7.2: Opportunities and mechanisms enhanced to strengthen women’s and adolescent girls’ capacities for participation in the public sphere at all levels.** |  | On schedule - likely to be achieved. |  |  |

Table 5.2: Responses received from NGOs for Outcome 7

|  |  |  |
| --- | --- | --- |
| **Governance and Human Rights** | | |
| **UNDAF Outcome 7: Improved gender equity and women’s empowerment for social transformation and national development.** | | |
| **Outputs** | **Non-Governmental Organizations (NGOs)** | |
| **The Association of NGOs** | **Gambia Press Union** |
| **Output 7.1: National and local development policies, programmes and budgets are gender sensitive.** | Not done / unsatisfactory - unlikely to be achieved. |  |
| **Output 7.2: Opportunities and mechanisms enhanced to strengthen women’s and adolescent girls’ capacities for participation in the public sphere at all levels.** | Not done / unsatisfactory - unlikely to be achieved. |  |

Table 5.3: Responses received from UN Agencies for Outcome 7

|  |  |  |
| --- | --- | --- |
| **Governance and Human Rights** | | |
| **UNDAF Outcome 7: Improved gender equity and women’s empowerment for social transformation and national development.** | | |
| **Outputs** | **UN Agencies** | |
| **UNDP** | **UNFPA** |
| **Output 7.1: National and local development policies, programmes and budgets are gender sensitive.** | On schedule - likely to be achieved | On schedule - likely to be achieved |
| **Output 7.2: Opportunities and mechanisms enhanced to strengthen women’s and adolescent girls’ capacities for participation in the public sphere at all levels.** | On schedule - likely to be achieved | On schedule - likely to be achieved |

From the findings indicated above in the Mid Term Review (MTR) Output Evaluation Matrices, it becomes apparent that there is a divergence of views as to whether Outcome 7 and its Outputs are achievable or not. For Government institutions and UN Agencies[[2]](#footnote-1), the implementation of the Outputs under Outcome 7 are mostly on schedule and are likely to be achieved within the UNDAF period, whereas the NGOs indicate that the Outputs and therefore the Outcomes are unlikely to be achieved. By comparison, the recently completed mid-term evaluation of the UNDP Country Programme Action Plan (CPAP) concluded that achievements in terms of gender equality and women’s empowerment for the first half of the CPAP were good and ratings on the output relevant to the latter indicated that the output was ‘On track’.

The apparent divergence of views can be explained by the fact that Government institutions as well as UN Agencies seem to base their assessment on the number of activities carried out and the Outputs achieved as a result, whereas the NGOs seem to focus on whether the activities and Outputs were carried out on time and in a satisfactory manner, and whether their implementation by themselves will translate into the attainment of Outcome 7, taking into consideration the relatively slow rate of implementation. This is because the NGOs are of the position that the other factors needed to attain UNDAF Outcome 7 are not in place, such as the requisite political will (for instance measured by the amount of resources allocated by Government towards the attainment of gender equality), and changes in socio-cultural attitudes and practices.

With respect to Output 7.1, interventions have been undertaken at the legislative and policy levels, as well as at the institutional level. For instance, the Government of The Gambia has promulgated the Gender Policy 2010-2015, a National Youth Policy 2009-2018, and a five-year Strategic Plan on Gender has been developed by the Office of the Vice President and the Women’s Bureau. The Gambia has also acceded to and ratified most international protocols related to gender such as the CEDAW and the CRC. In accordance with UN Security Council Resolution 1325, The Gambia has developed with OHCHR support an National Action Plan on Women, Peace and Security, which has been rolled out through a series of nationwide advocacy campaigns.

Gender equality is gradually being mainstreamed into the planning and budgetary processes of the Government of The Gambia. Furthermore, through collaboration between the Office of the Vice President and the Gambia Bureau of Statistics (GBoS), gender sensitive statistics can now be generated at national level. Gender issues have also been mainstreamed into the Programme for Accelerated Growth and Employment (PAGE 2012-2015).

Regarding Output 7.2, a National Women’s Council has been established which meets quarterly to discuss policy issues and to follow up on programme implementation.

The Government of The Gambia through the Ministry of Basic and Secondary Education (MOBSE) has been successful in ensuring that at all levels of the school system, be it in the Lower Basic, Upper Basic, or Senior Secondary, boys and girls equally participate and are equally represented in school committees. The current parity is close to 50/50 in terms of representation.

Through support from the UNDP to the Government of The Gambia, the Amendment of the Women’s Act 2010, the Domestic Violence Act 2013, and the Sexual Offenses Act 2013 have been promulgated. UNDP also supported the Women’s Bureau in the national review report on the Beijing Declaration and Platform of Action Beijing+20 in June 2014 and further provided support for the development of an Action Plan for the African Gender Development Index. Together with capacity building and office operations support for institutions, other support has been provided by the UNDP for the review of laws, policies and Vision 2020 for gender sensitivity.

UNFPA supported the integration of gender and gender-based violence in the training curriculum of the Police Training Academy, the development of the Gender Training Manual for the Police, established and equipped a gender training unit at the Police Training Academy and provided them with a motor cycle to facilitate their mobility. UNFPA also supported the training of 105 Police officers on the management of GBV and is supporting radio sensitization on GBV by the Police. UNFPA also provided support for the regional launching of the Domestic Violence Act 2013 and the Sexual Offenses Act 2013.

UNFPA provided office equipment and furniture to the One-Stop-Centre for GBV. The National Steering Committee on GBV and FLAG also received UNFPA support for community sensitization on GBV through radio programmes and the development of IEC materials.

Community mobilisation initiatives supported by UNFPA through the Joint UNFPA – UNICEF programme led to the abandonment of FGM by 330 communities in CRR north through public declaration.

On the other hand, the number of elected women councillors remains low (15 out of a total of 119), as does women’s participation in politics at the national level, while about a quarter of all public servants are women.

Taking all these into consideration, and on the basis of the evidence available, UNDAF Outcome 7: Improved gender equity and women’s empowerment for social transformation and national development, can be considered to be on track and therefore likely to be achieved.

**Findings on Outcome 8:** Institutions and capacities of state actors, non-state actors and oversight bodies enhanced to promote accountability, human rights, equitable access to justice for all and people’s participation in decision making processes at all levels

The matrices below indicate how the various stakeholders (Government, NGOs, and UN Agencies assessed progress thus far towards the achievement of UNDAF Outcome 8 under Pillar III: Governance and Human Rights.

TABLE 5.4: Responses received from Government Institutions for Outcome 8

|  |  |  |  |
| --- | --- | --- | --- |
| **Governance and Human Rights** | | | |
| **UNDAF Outcome 8: Institutions and capacities of state actors, non-state actors and oversight bodies enhanced to promote accountability, human rights, equitable access to justice for all and people’s participation in decision making processes at all levels.** | | | |
| **Outputs** | **Government Institutions** | | |
| **Ministry of Justice** | **National Legal Aid Agency** | **Alternative Dispute Resolution Secretariat** |
| **Output 8.1: Increased capacities of non-state actors and communities for participation in governance, national dialogue, decision making, human rights and the rule of law.** |  |  |  |
| **Output 8.2: State actors, the public sector and oversight institutions including the national assembly are strengthened, trained and equipped to promote accountability, transparency, the rule of law and to protect and report on international instruments (CRC, CEDAW, ACRWC, etc.) for human rights.** | Likely to be achieved – on schedule |  |  |
| **Output 8.3: Justice sector reform (including children’s court, prisons, procedures, human rights education) completed and oversight mechanisms at national and decentralized levels improved.** | Likely to be achieved – on schedule | Likely to be achieved – on schedule |  |
| **Output 8.4: Capacities and professionalism of media practitioners in advocating for MDG’s, equity and human rights strengthened.** |  |  |  |

Table 5.5: Responses received from NGOs for Outcome 8

|  |  |  |
| --- | --- | --- |
| **Governance and Human Rights** | | |
| **UNDAF Outcome 8: Institutions and capacities of state actors, non-state actors and oversight bodies enhanced to promote accountability, human rights, equitable access to justice for all and people’s participation in decision making processes at all levels.** | | |
| **Outputs** | **NGOs** | |
| **The Association of NGOs** | **Gambia Press Union** |
| **Output 8.1: Increased capacities of non-state actors and communities for participation in governance, national dialogue, decision making, human rights and the rule of law.** | Unlikely to be achieved |  |
| **Output 8.2: State actors, the public sector and oversight institutions including the national assembly are strengthened, trained and equipped to promote accountability, transparency, the rule of law and to protect and report on international instruments (CRC, CEDAW, ACRWC, etc.) for human rights.** | Unlikely to be achieved |  |
| **Output 8.3: Justice sector reform (including children’s court, prisons, procedures, human rights education) completed and oversight mechanisms at national and decentralized levels improved.** | Unlikely to be achieved |  |
| **Output 8.4: Capacities and professionalism of media practitioners in advocating for MDG’s, equity and human rights strengthened.** | Unlikely to be achieved |  |

Table 5.6: Responses received from UN Agencies for Outcome 8

|  |  |  |  |
| --- | --- | --- | --- |
| **Governance and Human Rights** | | | |
| **UNDAF Outcome 8: Institutions and capacities of state actors, non-state actors and oversight bodies enhanced to promote accountability, human rights, equitable access to justice for all and people’s participation in decision making processes at all levels.** | | | |
| **Outputs** | **UN Agencies** | | |
| **UNDP** | **OHCHR** | **UNICEF** |
| **Output 8.1: Increased capacities of non-state actors and communities for participation in governance, national dialogue, decision making, human rights and the rule of law.** | Likely to be achieved - Behind schedule but satisfactory | Behind schedule. The Government could invite and facilitate non-state actors to participate more in the decision making processes. |  |
| **Output 8.2: State actors, the public sector and oversight institutions including the national assembly are strengthened, trained and equipped to promote accountability, transparency, the rule of law and to protect and report on international instruments (CRC, CEDAW, ACRWC, etc.) for human rights.** | Likely to be achieved – on schedule | Behind schedule. Low ratification status of international human rights instruments, and overdue reports. | Likely to be achieved – on schedule |
| **Output 8.3: Justice sector reform (including children’s court, prisons, procedures, human rights education) completed and oversight mechanisms at national and decentralized levels improved.** | Likely to be achieved – on schedule | Behind schedule. More focus needed on law enforcement capacities, harmonisation of laws, coordination and monitoring of the implementation of recommendations of human rights mechanisms | Likely to be achieved – on schedule |
| **Output 8.4: Capacities and professionalism of media practitioners in advocating for MDG’s, equity and human rights strengthened.** | Likely to be achieved – on schedule |  |  |

From the above matrices, one can see that the Government institutions rated Outputs 8.2 and 8.3 as likely to be achieved. Two of the three UN Agencies rated three of the four Outputs under Outcome 8 as likely to be achieved, with conditions. The NGOs on the other hand unequivocally rated all the Outputs as unlikely to be achieved.

The explanation behind the analysis by Government institutions is as follows:

On Output 8.1, Government institutions did not submit an assessment of the progress achieved relating to the Output, leaving it to non-state actors. The UN Agencies on the hand cited the following achievements to back their assessment:

1. Provision of information to non-state actors on how to contribute to the Universal Periodic Review process and to use Special Procedures mechanisms, which resulted in a relatively large number of submissions from civil society;
2. Organization of an awareness-raising campaign with civil society actors (most notably with the Female Lawyers Association of the Gambia) on access to justice for women; and,
3. Training sessions organized on governance and human rights issues for non-state actors.

The NGOs contend however that even if trainings and awareness campaigns were conducted, this has not translated into a significant improvement in their participation in national dialogues and decision making[[3]](#footnote-2), or engagement with Government on governance and human rights issues. Many of the recommendations from the last UPR in 2010 have not been implemented. Further, there are limited processes and institutions facilitating a national dialogue on governance, if any, and the shrinking space for divergent views and dissenting opinion has constrained the unfettered participation of the general public on governance issues.

On Output 8.2, Government and UN Agencies cite the following achievements:

1. Following a training on UN treaty body reporting for state and non-state actors provided by OHCHR in 2011, the following reports were prepared and submitted: Economic, Social and Cultural Rights (May 2012); Fourth and Fifth periodic report to the Committee on the Elimination of Discrimination against Women (October 2012); and the Second and Third periodic report to the Committee on the Rights of the Child (October 2011);
2. A strengthened National Assembly to perform public accountability oversight functions; and,
3. A Bill for the establishment of a National Human Rights Institute drafted, pending finalisation and approval by Government.

Some outstanding concerns raised:

1. Reports on international conventions are for the most part submitted after their stipulated deadlines, and there is still a backlog of outstanding reporting obligations to be met;
2. The reports are usually done with the support of international agencies particularly the UN, prompting questions about capacity issues and commitment;
3. Even when reports are submitted, on close inspection quite a few of the Treaty obligations may not have been met, or the recommendations implemented. An example cited is the recommendations in the 2010 UPR report.
4. The Government in many instances has not taken the final steps of ratification and domestication of these treaties.

On Output 8.3, the Government as well as UN Agencies cite the following achievements:

1. Decentralization of the justice system with court sittings in all the administrative Regions of the country;
2. The establishment of Children’s Courts, and training of police and prison officers on child rights;
3. Training of police officers on human rights issues and gender-based violence, and inclusion of gender-based violence into the curriculum of the police training academy;
4. The extension of the Alternate Dispute Resolution system beyond Greater Banjul to two other administrative Regions; and
5. The establishment of the National Legal Aid Agency and the extension of its services to two administrative Regions beyond Banjul.

On the other hand, the following challenges militate against the achievement of Output 8.3

1. The national Criminal Code and related laws should be revised to conform to international norms and standards.
2. The insecurity of tenure of Judges and Magistrates tends to affect the discharge of their duties.

On Output 8.4, Government institutions did not provide any rating, probably because it pertains to the building of capacities of NGOs. One UN Agency rated it as likely to be achieved, whereas the NGOs assessed Output 8 as unlikely to be achieved. The UN has provided training to NGOs and media houses on the MDGs and human rights issues, and in many instances provided logistical support, sometimes including transport. The NGOs on the other hand argue that even though training and logistical support has been provided, this has not translated into increased coverage of human rights issues or the MDGs by the media. The relatively high frequency of arrests of journalists and the severe penalties they could face have led to a high level of self-censorship, especially on human rights issues. Furthermore, media houses are more and more adopting a commercial approach, featuring publications and programs that are paid for by the general public and the private sector, and therefore limiting the space that may be available for unsponsored publications and programs, such as human rights issues and the MDGs.

To conclude therefore, based on the above discourse, the MTR concludes that in spite of the achievement of a number of Outputs under Outcome 8, the Outcome itself is unlikely to be achieved.

## Challenges at Pillar Level

In spite of the conclusion that Outcome 7 of the UNDAF is likely to be achieved given the progress made thus far, a number of challenges need to be tackled to ensure the achievement of the Outcome by the end of the UNDAF period (2016). Similarly, given the conclusion that Outcome 8 is behind schedule in terms of progress, and therefore unlikely to be achieved at the current rate of implementation, key challenges at Pillar level need to be addressed. These include:

* **Government Ownership and Leadership**: It appears that most initiatives at Government level pertaining to (political) governance and human rights are undertaken either upon the prompting of development partners, or are funded for the most part by development partners. Cases in point include ADRS and NALA. Even though these have been set up by government, albeit with considerable UN support, many of their activities as well as some of their staff continue to be funded primarily by the UN.
* At another level, while the Pillar Group for Governance and Human Rights meets regularly to review implementation progress, the organization and preparations for the meetings are done by the UN, as opposed to Government institutions. Institutions identified as leaders for the respective Pillars should take the lead in organizing the meetings, signing and dispatching invitation letters, setting the agenda, and hosting the meetings themselves, while UN Agencies provide technical support where required.
* **Inadequate capacities of Government institutions:** The rapid turnover of civil servants in particular poses a challenge of capacity development and retention, and has adverse consequences for the retention of institutional memories.
* **NGO / Government relationship**: For Pillar III to be successfully implemented by the end of the UNDAF period, all key stakeholders must play their respective parts in a complementary manner. While the recent establishment of the School of Journalism can be regarded as a step in the right direction regarding collaboration between Government and NGOs, more often the two tend to perceive each other as adversaries. Consequently inadequate consultations occur between the two, and therefore opportunities for synergy are not fully exploited.
* **The silo mentality:** The evaluation team on several occasions found evidence of how UN Agencies were focusing more on their Agency Outcomes and Outputs rather than the UNDAF Outcomes. While a lot of attention seems to be paid on the Agency-specific CPAP Outcomes and Outputs, not as much attention seems to be paid to how these are contributing towards the attainment of the UNDAF Outcomes. Furthermore, though collaboration exists among various UN Agencies, no Joint Program has yet been signed. A case in point is the pilot initiative on sexual and reproductive health being undertaken by UNFPA, which requires women’s economic empowerment activities better suited to UNDP and FAO in particular, and therefore provides a possible opportunity for a Joint Program.
* At the level of Government, there appears to be the perception of UN Agencies as donors who would help to solve their capacity development needs. This helps to explain the focus on Outputs and activities rather than overall UNDAF Outcomes, as well as the apparent preference for many Government institutions to deal with individual UN Agencies as opposed to dealing with One UN.
* **Need to prioritise and streamline interventions:** The fact that a lot of Outputs under Pillar III are being pursued raises questions regarding effectiveness, efficiency and sustainability. For instance, the promulgation of laws pertaining to gender-based violence has not by itself led to a reduction in such violence. Similarly, preparation of policy documents and strategies has not automatically led to their implementation, nor has the training of civil servants necessarily led to the capacity of Government institutions being built in a sustainable manner. There is therefore a need to focus on a few key activities, and to accompany them to the impact level as opposed to the output level.
* **Inadequate information to buttress the Pillar findings:** A major challenge encountered during the mid-term review exercise was the untimely availability of information. Not all the institutions – Government, NGOs, or UN Agencies – duly completed and returned the Matrix sent to them to assess progress regarding the Governance and Human Rights Pillar. Furthermore, ideally the mid-term reviews of the respective CPAPs should have preceded that of the UNDAF, and so should have fed into this evaluation exercise, but the majority of the UN Agencies are yet to complete the mid-term reviews of their individual CPAPs. All of this deprived the UNDAF mid-term review of key information that could have buttressed the findings contained in this report.
* **The ‘evaluability’ of some of the Outcomes and Outputs under the Pillar:** Some of the Outputs can be susceptible to individual interpretation, while others attempt to capture several results within one Output. Outputs should generally be clear and unambiguous, and where the intention is to capture several results, these must be separated into individual Outputs. Otherwise some subjectivity is automatically introduced, as one has to determine which aspect(s) to lay emphasis on before deciding whether an Output has been achieved.

## Recommendations

* The need for more Government ownership and leadership: It should be remembered that the UNDAF represents the stated commitment by UN Agencies to contribute to the Government’s medium term development objectives as enshrined in the PAGE, in partnership with Government as well as other stakeholders. Government must therefore take the lead in not only setting the priorities emanating from the UNDAF, but also engage the UN on a regular basis as to how the implementation of the UNDAF is contributing towards the PAGE. Government should also lead in organizing the quarterly progress review meetings, and take ownership of outputs achieved with UN support, by allocating the requisite resources to ensure continuity, and consistently manifesting the political will to translate the achievement of outputs to the attainment of Outcomes.
* The need for a more streamlined and integrated approach: UN Agencies should focus on a few key outputs and adopt an integrated approach towards their achievement, as well as translating these achievements into Outcomes. For instance, on women’s empowerment, a comprehensive approach could be adopted to address the interrelated areas of policy, legal, institutional, economic and sociocultural issues in order to achieve the desired impact. This would also provide opportunities for the UN Agencies to bring to bear their respective competencies and mandates in a complementary manner – joint programming.
* Delivering as one: UN Agencies should exert more effort in exploring opportunities to deliver as one UN. This could be achieved for instance by each Agency circulating to all others any programs or projects it is in the process of formulating, to provide an opportunity at an early stage for partnerships and joint programming among UN Agencies. This could be undertaken during the periodic UNCT meetings, and made a requirement before any program or project could be approved. Further, the UN should develop its own guidelines regarding engagement with the Government and stakeholders to ensure a unified and consultative approach among UN Agencies, and to minimize duplication of effort.
* A more inclusive approach by Government: In order to enhance the chances of successful attainment of Pillar Outcomes, Government should adopt a more inclusive approach in which it would fully engage and harness the contributions of civil society in general and NGOs in particular. The latter are doing a lot of work in the country on issues related to governance and human rights, and the approach should be to engage in regular consultations in order to enhance complementarity and synergy, and to minimize the adversarial perceptions.

## Lessons Learnt

* Perhaps the first lesson to be learnt is that the achievement of Outputs will not necessarily automatically translate into Outcomes. Considerable attention and effort must also be invested in the enabling factors – assumptions such as ownership, leadership – to ensure the translation of Outputs into Outcomes.
* Another important lesson is the need to ensure that sustainability mechanisms are built into programs and projects from the outset, and the role of the respective stakeholders clearly outlined and formally agreed to. The Development Program Action Plan (DPAP) used as a Basic Agreement by WFP in which the responsibilities of the respective stakeholders are clearly outlined and formally committed to, could serve as a basis to ensure commitment to sustainability mechanisms.
* As much attention should be paid to capacity retention as its development. This is all the more important given the high attrition rate in the civil service, and its adverse effect on institutional memories.
* There is also a need to focus on a few activities, and not to spread one’s efforts too thinly. This will enhance the prospects of having greater impact, minimize duplication of effort, and enhance synergy, including through joint UN programming.
* Finally all UN Agencies should pay more attention to how their individual interventions contribute to the attainment of the UNDAF Outcomes, without exception. Non- excom and non-resident agencies should also be encouraged as much as possible to align their interventions with the Outcomes of the UNDAF.

# ANNEXES

## Annex 1 MTR Terms of Reference

|  |  |
| --- | --- |
| **Term of Reference** | Description: cid:image001.gif@01CB563E.4ECC15F0 |

|  |  |
| --- | --- |
|  | |
|  | **Consultancy:**  **Mid-Term Review of the United Nations Development Assistance Framework (UNDAF) 2012 -2016** |
| **II. Organizational Context** | |
| **Background**  The United Nations Development Assistance Framework (UNDAF) 2012 -2016 is a key element of the UN Reform and the joint response of the UN Country Team (UNCT) to the national development priorities in the line with the Programme for Accelerated Growth and Employment (PAGE, 2012 -2015) and Vision 2020 of the Country as well as the Millennium Development Goals (MDGs). This UNDAF outlines the strategic direction and results expected from cooperation between the Government of The Gambia (GoTG) and the United Nations System (UNS) for the period 2012 -2016. The UNCT members signed the UNDAF (2012 -2016) with the Government of The Gambia in 2011. Implementation of UN supported activities related to the UNDAF are being implemented by the United Nations (UN), Government institutions, civil society including NGOs, and other development partners since 2012.  As stipulated in the Monitoring and Evaluation Calendar of the UNDAF (2012 -2016), a Mid-Term Review of UNDAF should be undertaken in 2014. In close cooperation with all stakeholders it has been decided to use the mid-term review to assess programme results, review programme strategies and provide forward looking recommendations that aim to improve the effectiveness of the UNDAF. The Mid-term Review will mainly focus on the framework of the UNDAF Results Matrix. This framework for the five-year period (2012 -2016) has three main strategic priorities which are; 1. Poverty Reduction and Social Protection; 2. Basic Social Services and 3. Governance and Human Rights. It has 8 outcomes with 23 outputs. | |
| **III. Description of Responsibilities:** | |
| **Purpose**  The purpose of the UNDAF Mid-Term Review is to enable meaningful and high quality assessment of the UNDAF components. The United Nations Agencies in The Gambia and its national and other partners involved in the UNDAF implementation will use the MTR to make necessary realignments and mid-course adjustments to the programme for achieving its goals.  **Objectives**  The main objective of the MTR is to assess the level of performance towards achieving the UNDAF outputs and outcomes. It will also take stock of the environment within which the UN is operating and assess the effectiveness of UNDAF as a tool of support to the achievement of national priorities and enhanced coordination and harmonization among all UN agencies. The conclusions of the assessment will ensure a better alignment of UN assistance towards addressing national priorities and achieve greater development impact. Results from the assessment will also help determine how emerging issues which are not reflected in the current UNDAF might be incorporated during the rest of the current or next UNDAF cycle. This review would therefore be a stepping stone towards the Mid-Term, which will in its turn serve as an analytical tool in preparation for the remaining period and for the development of the next UNDAF cycle.  The MTR would entail an assessment of the current UNDAF after two and a half years of programme implementation by seeking:   * To assess the results achieved from the implementation of the UNDAF (2012 -2016) and its programmatic impact and identify the way forward, * To examine the relevance, efficiency, effectiveness and sustainability of strategies and interventions of the UNDAF (2012 -2016), * To propose areas of re‐positioning and re‐focusing of the UNDAF within the Gambia’s current development context, * To assess UNDAF responsiveness to emerging issues such as social protection, DRR, the Demographic Dividend, non-communicable diseases, etc. * To assess the suitability of the indicators, benchmarks and targets set in the UNDAF * To assess the operational and coordination mechanism of the UNDAF with a view to identifying strengths and weaknesses and proposing measures to engender more effective coordination of UNDAF programmes. * Provide lessons and recommendation for improving performance in the remaining period of the current UNDAF and for the development of the next UNDAF.   **Scope :**  The review will undertake a comprehensive assessment of the UNDAF programme portfolio during the period under review, specially examining UN contribution to national development results across the country. It will assess key results, specifically outcomes- anticipated and unanticipated, positive and negative, intentional and unintentional; and the exercise will cover an assessment the availability and utilization of resources for the UNDAF. The MTR has two main components: the analysis of development results and the strategic positioning of UNCT. For each component, the MTR will present its findings and assessment according to the set criteria provided below;  **Development Results**  This includes an assessment of development results achieved and the contribution of the UNDAF in terms of key interventions; progress in achieving outcomes for the ongoing UNDAF, factors influencing results; achievement progress and contribution of UNDAF in the national policy and advocacy, upstream and downstream. The analysis of development results will identify challenges and strategies for future interventions. The following criteria will be applied for assessing development results:   * Relevance of outputs and outcomes; * Efficiency of the intervention in terms of use of human and financial resources * Effectiveness of interventions in terms of achieving stated outcomes * Sustainability of the results achieved so far to which UNDAF has contributed.   **Strategic Positioning:**  The review will assess the strategic positioning of the UNCT from the perspective of the organization/Development As One (DAO) and UNDAF from the prospective of the development priorities in the country. The core criteria related to the analysis of strategic positioning of UNDAF will include:   * Strategic relevance * Responsiveness * Partnerships and coordination * Promotion of UN values   **Deliverables:**  The review products of The Gambia UNDAF 2012 - 2016 Mid-Term Review will be the following:   1. Inception report with the content mentioned in the annex 2a (to be submitted within a week of signing the MTR contract) 2. Preliminary Report in presentation form for Reference Group. 3. Draft MTR report with the content mentioned in the annex 2b. 4. Presentation of summary of the Mid-Term Review report for Validation. 5. Final Report of Mid-Term Review of UNDAF 2012 - 2016 after incorporation of comments during the validation.   *Notes: The details TOR can be accessed in The Gambia UNDP Country Office website : gm.undp.org* | |
| **IV. Methodology and Approach** | |
| It is expected that the MTR will use an appropriate range of data collection and analytical methods to come up with findings, conclusions and recommendations. The review exercise will be wide-ranging, consultative and participatory, entailing a combination of comprehensive desk reviews, interviews, analyses and validation.  **Data collection**  The MTR will use a multiple‐method approach including document reviews, group and individual interviews, focus groups and field visits as appropriate.  **Validation mechanisms**  The team will use a variety of methods to ensure the validity of the data collected. In addition to systematic triangulation of data sources and data collection methods and tools, the validation of data will be sought through regular exchanges with the UNCT, PCG and M&E working group. A validation workshop will be conducted with national stakeholders before the finalization of the MTR.  **Stakeholders’ participation**  The MTR will adopt an inclusive and participatory approach, involving a broad range of partners and stakeholders. A stakeholders mapping will be performed in order to identify both UNDAF direct and indirect partners. These stakeholders may include representatives from civil‐society organizations, the private sector, UN organizations, other multilateral and bilateral organizations, and most importantly, the beneficiaries of the programme.  **Team Composition of the MTR**  The MTR team will be composed of an international consultant as a Team leader with overall responsibility and three national consultants who are specialists in each of following sectors: 1. Poverty and Social Protection, 2. Basic Social Service and 3. Governance and Human Rights. The national consultants will be recruited separately by the UN office.  **Responsibilities of Team Leader (International)**  The Team Leader (International Consultant) has overall responsibility for the MTR and will be responsible for producing the inception, draft and final reports. S/he will lead and coordinate the work of the MTR team and be responsible for the quality assurance of all deliverables. The Team Leader should have a good knowledge and experience in one or more of the UNDAF thematic areas: Poverty and Social Protection, Basic Social Services and Governance and Human Rights. The Team Leader will provide guidance, technical support and oversight to the MTR process, especially in ensuring adherence to agreed methodologies, field‐research and writing of assigned sections of the report before the deadline. The Team Leader will also ensure a compilation of recommended changes to the current UNDAF. | |

## Annex 2. Documents Reviewed

**LIST OF REFERENCE MATERIALS USED FOR THE MTR**

1. Draft Country Programme Document for The Gambia, 2012-2016, Executive Board of the United Nations Development Programme, the United Nations Population Fund and the United Nations Office for Project Services DP/DCP/GMB/2 (2011).
2. Annual Progress Report ROAR 2012 Report Gambia UNDP.
3. Annual Progress Report ROAR 2013 Report Gambia UNDP.
4. Signed UNDP CPAP Document 2012-2016.
5. Mid-term Review of The Gambia CPAP 2012-2016, UNDP, September 2014.
6. Country Report on The Gambia: African Gender and Development Index Survey 2000-2011.
7. The Gambia UNDAF 2012 - 2016
8. Attorney General’s Chambers and Ministry of Justice Strategic Plan (2015 – 2019), August 2014
9. Alternative Dispute Resolution Secretariat Training Manual, 2014
10. 2013 Review of UNDAF Pillar 3: Governance and Human Rights, GoTG – UN Joint Annual Review, February 2014
11. United Nations Development Assistance Framework (UNDAF 2012 – 2016) – July 2011
12. Establishing the Foundation for a Nationally-Owned, Sustainable School Feeding Programme – The Gambia 9/22/2014 GoTG/WFP Draft
13. Situational Assessment of the Cropping Season 2014 - NDMA and DLS August 2014.
14. Country Programme Action Plan (2012 to 2016) Between UNFPA and GoTG

## Annex 3. List of Key Informants

**LIST OF INTERVIEWEES FOR THE PILLAR 3 EVALUATION**

***From Government:***

1. Mr. Baboucarr Bouy, Permanent Secretary MOBSE.

2. Mr. Lamin Nyabally, Permanent Secretary, OVP.

3. Mrs. Bintou Gassama, Deputy Permanent Secretary, OVP.

4. Mr. Siaka Marong, Women’s Bureau.

5. Mr. Kajali Sonko, Women’s Bureau

6. Ms. Penda Gibril, Executive Secretary, ADRS.

7. Ms. Jane Abudho, Legal Aid Specialist, NALA.

8. Ms. Matilda Mendy, State Counsel, Ministry of Justice

9. Ms. Kanni Touray, State Counsel, Ministry of Justice

10. Mr. Pateh Jah, Deputy Permanent Secretary, PMO

11. Dr Barry, Permanent Secretary, MoHERT

12. Momodu Katim Touray , Deputy Permanent Secretary Programs MoHERT

13. Yusupha Touray, Director of Planning MoHERT

14. Jainaba Jagne, Director of Research MoHERT

15. Muhtarr, Director of Innovation MoHERT

16. Mod Sesay, Permanent Secretary MoFEA

17. Alhagie Fadera, Director of Development Planning MoFEA

18. Mrs Naffie Barry, Permanent Secretary, MoTIE

19. Lamin Dampha, Director of Industrial Development , MoTIE

20. Ndey Naffie Ceesay Principal Economist, MoTIE

21. Sohna Foon, MoBSE

23. Sheriffo Bojang, Permanent Secretary, Ministry of Agriculture

24. Honourable Omar Sey, Minister of Health and Social Welfare

25. Dawda Ceesay, Deputy Permanent Secretary, Ministry of Health and Social Welfare

26. Dr. Ceesay, Deputy Director of Health Services

***From the Non-Governmental Organizations (NGO’s):***

1. Mr. Madi Jobarteh, Deputy Executive Director, TANGO.

***From the International Organisations***

1. Ms Ade Mamonyane-Lekoetje, Resident Representative, UNDP

2. Mr. Bashirou Jahumpa, Programme Specialist, UNDP.

3. Mr. Momodou Mboge, Assistant Representative UNFPA.

4. Mrs. Fatou Kinteh, Programme Officer UNFPA.

5. Ms. Vivien Huijgen, Human Rights Expert, OHCHR

6. Mr. Salifu Jarsey, Child Protection Specialist, UNICEF.

7. Mrs. Mariam Khan-Senghore, M&E Officer, UNICEF.

8. Mr. Gaston Mpatswe, Resident Representative, IMF

9. Dr. Tamsir Cham, Economist, IMF

10. Mr Sirra Wally Ndow UNDAIDS Country Director

11. Olymatou Cox UNAIDS Programme Assistant

12. Dr Charles Sargo- Moses, WHO Representative

23. Momodou Ceesay, Health Economist WHO

24. Alieu Sarr UNFPA

25. Victoria Ginja, WFP

26. Annet, Program Officer Nutrition WFP

27. Mr Jammeh WFP

28. Deputy Representative UNICEF

29. FAO Representative

## Annex 4: Interview Guides and Questions

**PILLAR III- GOVERNANCE AND HUMAN RIGHTS OUTPUT AND INDICATOR EVALUATION MATRIX**

**Outcome 7**: Improve gender equity, equality and women’s empowerment for social transformation and national development.

| **Output** | **Individual Indicator** | **Achieved** | **Likely** | **Unlikely** | **Means of Verification[[4]](#footnote-3)** | **Reasons for Assessment[[5]](#footnote-4)** | **Corrective measures[[6]](#footnote-5)** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Output 7.1: National and local development policies, programmes and budgets are gender sensitive. | 1. Proportion of gender sensitive national development policies. 2. Proportion of gender sensitive national development programmes. |  |  |  |  |  |  |
| Output 7.2: Opportunities and mechanisms enhanced to strengthen women’s and adolescent girls’ capacities for participation in the public sphere at all levels. | 1. Number of elected women councillors in the regions and municipalities. 2. Number of women as village heads. 3. Percentage of women in the civil service. 4. Number of adolescent girls in school committees. |  |  |  |  |  |  |

**Outcome 8:**  Institutions and capacities of state actors, non-state actors and oversight bodies enhanced to promote accountability, human rights, equitable access to justice for all and people’s participation in decision making processes at all levels.

| **Output** | **Individual Indicator** | **Achieved** | **Likely** | **Unlikely** | **Means of Verification[[7]](#footnote-6)** | **Reasons for Assessment[[8]](#footnote-7)** | **Corrective measures[[9]](#footnote-8)** |
| --- | --- | --- | --- | --- | --- | --- | --- |
| Output 8.1: Increase capacities of non-state actors and communities for participation in governance, national dialogue, decision making, human rights and the rule of law. | 1. Proportion of CSO’s participating in national dialogue and decision making on governance 2. Proportion of committees participating in national dialogue and decision making on governance. |  |  |  |  |  |  |
| Output 8.2: State actors, the public sector and oversight institutions (including the National Assembly) are strengthened, trained and equipped to promote accountability, transparency, the rule of law and to protect and report on international instruments in CRC, CEDAW, ACRWC for human rights. | 1. Number of reports on international instruments submitted on time. 2. Proportion of recommendations made by CEDAW and CRC committees addressed. 3. Existence of a national chapter on human rights commission. |  |  |  |  |  |  |
| Output 8.3: Justice sector reform (including children’s court, prisons procedures, human rights education) completed and oversight mechanisms at national and decentralized levels improved. | 1. Existence of a reformed justice sector. 2. Availability of improved oversight mechanisms at national and regional levels. |  |  |  |  |  |  |
| Output 8.4: Capacities and professionalism of media practitioners advocating for MDG’s, equity and human rights strengthened. | 1. Proportion of media practitioners advocating for MDGs 2. Proportion of media professionals knowledgeable on equity and human rights strengthened |  |  |  |  |  |  |

1. [↑](#endnote-ref-1)
2. The UN OHCHR has highlighted difficulties in assessing these Outputs, in its submission [↑](#footnote-ref-1)
3. This is also the view of OHCHR. [↑](#footnote-ref-2)
4. The means of verification is the (source of) evidence to ascertain whether the indicator in question has been achieved, is likely to be achieved, or unlikely to be achieved. It answers the question “How can we tell whether the indicator has been achieved?” [↑](#footnote-ref-3)
5. This column provides the opportunity to explain why a given indicator has been assessed as Achieved, Likely to be Achieved, or Unlikely. [↑](#footnote-ref-4)
6. This column provides the opportunity to make recommendations to ensure that the given indicator can be achieved within the time frame of the UNDAF. It is mostly applicable where the implementation of an indicator is delayed or unlikely to be achieved. [↑](#footnote-ref-5)
7. The means of verification is the (source of) evidence to ascertain whether the indicator in question has been achieved, is likely to be achieved, or unlikely to be achieved. It answers the question “How can we tell whether the indicator has been achieved?” [↑](#footnote-ref-6)
8. This column provides the opportunity to explain why a given indicator has been assessed as Achieved, Likely to be Achieved, or Unlikely. [↑](#footnote-ref-7)
9. This column provides the opportunity to make recommendations to ensure that the given indicator can be achieved within the time frame of the UNDAF. It is mostly applicable where the implementation of an indicator is delayed or unlikely to be achieved. [↑](#footnote-ref-8)